# The Economic Impact of Violence Against Women in Tennessee

*How the direct costs of Tennessee's*

**most common violent crimes**

*are weighing down our* **economy**

*and* **tearing down a gender**; *with*

*recommendations toward* **prevention**

2013

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# State of Tennessee

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The Tennessee Economic Council on Women is pleased to present the following study on the Economic Impact of Violence Against Women. Commissioned in 2012, this effort reflects the Economic Council members' recognition that the issues of domestic violence and human sex trafficking are not only pervasive in our state, but likely have a significant impact on our economy and the collective means of women in Tennessee. Domestic violence and sex trafficking affect more than the social fabric of our state, they erode our economic strength.

Building upon the fruitful work of the Tennessee Bureau of Investigation and its own prior research regarding domestic violence, the Economic Council has completed a statewide hearing series that reached all nine of Tennessee's development districts during 2013. These events drew in more than 130 witnesses with expertise in healthcare, the business sector, law enforcement, children's services, the legal system, and social services. In addition to drawing in more than 750 attendees from the public, we celebrate the way in which each event brought together a wide variety of advocates, professionals, local, state, and national officials together for the common purpose of improving response to these crimes.

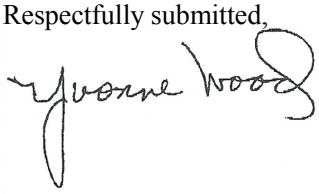
Additionally, Council staff performed a series of surveys that more than doubled the data collected from those closest to these violent crimes, including their survivors. The results have staggering implications for Tennessee, and most especially for its women and girls.

The Tennessee Economic Council on Women finds that, in 2012, Tennesseans spent or lost at least $886,171,950 as a result of domestic violence, human sex trafficking, and sexual assault. The majority of this expense was manifest in tax dollars and health care payments, but charity, lost wages, workplace expenses and inefficiency played significant roles as well. Additionally, while the Economic Council cannot provide an exact estimate, it appears that domestic and sexual violence committed against women likely influenced the needs of the children who received a majority of the Department of Children's Services 2012 operational spending, which, itself, totaled approximately $527.6 million.

More shocking than this annual cost to the community—which likely exceeds $1 billion, in truth—is the comprehensive and devastating impact that these crimes have on women and girls in Tennessee. Estimated to target women in 70 to 80 percent of cases, and measuring in excess of 82,000 incidents annually in this state, domestic and sexual violence foster dependency and isolation; they derail careers, educations, and personal development; and their effects create a global cost to the community by dealing significant immediate damage and immense lasting trauma to one in three women in their lifetime.

In the face of these incalculable social and economic costs, the Economic Council is thankful to have met hundreds of men and women working to counter or prevent such crime statewide, and values the opportunity to help break the cycle of violence.

Respectfully submitted,



Yvonne Wood, Chair
Tennessee Economic Council on Women

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# The Tennessee Economic Council on Women

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The One Hundredth General Assembly created the Tennessee Economic Council on Women (TCA § 4-50-101, et seq.) to address the economic concerns and needs of women in Tennessee. These concerns and needs include, but are not limited to, employment policies and practices, educational needs and opportunities, child care, property rights, health care, domestic relations and the effect of federal and state laws on women.

The Council conducts research, holds hearings, develops recommendations and policy, educates the public, and engages in activities for the benefit of women. It is authorized to request funds from the federal government and private sources. The Council consults with and reports to the Governor, the Women's Legislative Caucus, the General Assembly and the pertinent agencies, departments, boards, commissions and other entities of State and local governments on matters pertaining to women.

**Our Vision:** Economic equality, literacy, impact, opportunity and stability for every woman in Tennessee.

**Our Mission:** The Tennessee Economic Council on Women is an economic advocate for women.

Its purpose is to assess the economic status of women in Tennessee in order to develop and advocate for solutions that will address their economic needs and promote economic autonomy. The Council's areas of study include, but are not limited to: employment policies and practices, educational needs and opportunities, child care, property rights, health care, domestic relations, and the effect of federal and state laws on women.

**Visit the Economic Council on Women at www.tennesseewomen.org**

**Or Call us at 615.253.4266 to learn more**

# Report Credits

This Report Was Commissioned by the Tennessee Economic Council on Women in 2012.
It was made possible by the dedication and generosity of several partners across Tennessee.

Among them are:

*Assistant Special Agent in Charge Margie Quin and the TBI Fusion Center Team;*
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~ THANK YOU ~

Authored & Prepared by William Arth, Senior Research Manager
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With the Support of Office Administrator Tracey Roberts

# Introduction

Violence is a thief. In much the same way that a robust education can open minds to new opportunities and unprecedented achievement, violence closes doors and cripples the human ability to grow and innovate. At the hands of a stranger, and even more often a loved one, women in Tennessee are being coerced, intimidated, battered and assaulted in alarming numbers. In recent years, our state has regularly ranked among the worst in the country when counting the number of women murdered by men, and estimates indicate that one in three women will experience domestic or sexual violence in their lifetime.

The immediate implications of these crimes are daunting. This report reveals that, across the state, communities spend or lose *at least* $886 million each year as a result of recent violence committed against women. By focusing on the immediate impact on the public, however, this figure only hints at the most significant cost:

Crimes like domestic violence, human sex trafficking and sexual assault have a lasting impact on a victim's ability to earn for herself, to provide for her family, to live a healthy, pain-free life, and to reach her full potential in her community. The reality of this hardship is personal and immeasurable, but the way in which violence can derail a woman's ability to excel, or to more fully contribute to her community, has ramifications that extend deeply into each of our lives.

The chief goal of this effort is to explore the costs that we incur under the current low-budget, response-oriented approach to these crimes, and to highlight the potential return on investment that a robust push for prevention could bring by weakening the generational cycle of violence that feeds this suffering.

If there is a secondary goal for this document; it is to expose certain truths about these heinous crimes with the aim of promoting a more productive public response. Foremost among these are that :

(1) Domestic violence is not a family matter, with limited impact on the wellbeing of others. It is, in fact, one of the most debilitating and prevalent crimes in our society and it perpetually extracts costs, both immediate and long-term, from every single one of us.

(2) Prostitution is not a profession willingly chosen; it is a suffering of last resort that desperate women and children are forced into, or fall back upon to survive. It is an abominable form of modern slavery perpetrated by predatory traffickers and the reckless purchasers of forced sex, which challenges the humanity of the individual and the dignity of their community.

(3) It is in the best interest of all Tennesseans to recognize that a child should not be born into a unique likelihood of rape, abuse, or violation because of her gender. Crimes that victimize women in such tremendous volume and specificity have compounding effects on our society and economy, and by derailing the lives of so very many, they serve to impede an entire gender's collective ability to achieve its full socio-economic potential.

# Methodology

The purpose of this study is to provide state-level, dollar-value estimates describing the cost and impact of violent crimes committed against women in Tennessee, and to present related recommendations in order to inform policy and budgetary decisions at the state and local level. These costs are understood to manifest in a variety of forms.

First, are the most tangible costs of personnel, equipment and supplies employed by organizations and agencies that respond to crimes, treat victims and aid them over time – including public assistance and governmental services. Second, are the costs incurred by businesses and the economy as a whole through the loss of productivity, retraining, on-site security, and other tangible or estimated expenses in the workforce. Third, this study seeks to better quantify the impact of these crimes on the economic potential of women during and after victimization.

Now gathered, this data will be made available to public officials, lawmakers, and advocates throughout the state, to provide an information-rich tool with which to better combat these crimes on the streets and in our homes. It is also available to the public at the Economic Council's website: www.tennesseewomen.org.

## Research Design

Information in this study was drawn from a mixed-method design with three components: (1) testimony offered by local officials and experts at nine public hearings held throughout Tennessee; (2) a survey of sheriffs' offices, police departments, social service providers, clerks of court, attorneys general, public defenders, legal service providers, and female survivors; and (3) a review of relevant academic literature and available crime data.

## Hearing Series

The 2013 Violence Against Women Hearing Series included nine events across Tennessee, one in each of the state's development districts. Participants varied by region, but included representatives from the general fields of law enforcement, social services, healthcare, insurance, private enterprise, the legal system, education, and government. Survivor testimony was also given at several hearings. The series featured over 100 witnesses and attracted a collective audience of more than 700 Tennesseans.

Testimony offered at each hearing included subjective and anecdotal experiences as well as a requested reporting of costs related to violent crimes committed against females. Virtually all witnesses described their reported figures as conservative.

Witnesses were contacted directly by TECW staff, by the respective hearing chairs, or by local hearing coordination committees to participate. Efforts were made to draw speakers from each field discussed above and to ensure a mix of urban, suburban, and rural participants .

## Survey

Survey questions varied in length from three questions to 25, depending on the constituency. While survivors were asked open-ended questions about the impact of their violent experiences on their economic status, other groups received more detailed questions that asked about case/client volume, personnel and material costs related to violence against women, and other budgetary inquiries. Questions asked were uniquely worded according to the respondent-type, and are reported accordingly. Further survey details are available upon request to the TECW.

Respondents were identified and contacted directly by TECW staff as well as through professional organizations, such as the Tennessee Sheriffs Association, Police Chiefs Association, District Attorney Conference, Public Defenders Conference, the Tennessee Alliance of Legal Services and the Administrative Office of the Courts. Other partners aided in distribution to colleagues, such as the Tennessee Coalition to End Domestic and Sexual Violence, the YWCA of Nashville and Middle Tennessee, and the Family Justice Centers of Memphis and Knoxville. The survivor survey was collected entirely by the Tennessee Coalition to End Domestic and Sexual Violence. Surveys were active throughout August and September of 2013.

## Literature & Data Review

A full listing of references can be found at the end of each section of this report, and a comprehensive list has been included as an appendix. In addition to the information gathered by the TECW throughout 2013, this study makes extensive use of the Tennessee Bureau of Investigation's crime reporting database (TIBRS) and related publications from the TBI and other Tennessee-based organizations.

# How to Use This Report

Within the context of the growing awareness around human sex trafficking in Tennessee and the persistent pervasiveness of domestic violence, this study was conceived to serve several purposes. In line with the Tennessee Economic Council on Women's (TECW) role as the foremost source of economic information for women, its primary goal is to illustrate the vast price that our society—women and girls, most especially—pays as a direct result of violent and sexual crimes perpetrated against females. This subject is discussed comprehensively in the first section: *A Tally: The Economic Impact of Violence Against Women*. This section also delves into the extensive immediate and long-term costs of these crimes as well as the intangible ways in which they undercut women and our economy as a whole.

The second priority of this study is to distill down the input that the TECW has received through testimony, survey responses, and other research into action items and recommendations for policy development. The second section: *Recommendations Toward Prevention*, includes a list of each recommendation put forth by the Council, with information about its need and development.

Third, this study seeks to better understand and explain these crimes, which so plague Tennessee women. The chapters on *Domestic Violence* and *Human Sex Trafficking in Tennessee* contain in-depth breakdowns of available statistical data for these crimes and discuss the psychological and social elements that set them dramatically apart from many other offenses.

Finally, this document serves as a basic reference guide for victims, survivors, advocates, and policy makers in search of services in their region. Included in the last section of this report, for ease of access, the reader will find contact information for several service providers throughout the state who specialize in services, including: emergency shelter, transitional housing, food and clothing assistance, counseling, emergency hotlines, case management, sexual assault forensics, legal advocacy, job assistance, medical and dental assistance, workplace training, and substance abuse services, among others.

Please note: the listing referenced above is not comprehensive. For more information please contact the Economic Council directly, or visit www.tennesseewomen.org.

# A Tally: The Economic Impact of Violence Against Women

- **Challenges to Collecting VAW Information**
- **Costs to Taxpayers, Our Communities & Economy**
  - *Crimes Against Women & Criminal Justice*
  - *Violence and Children's Services*
  - *Medical & Mental Health Services*
  - *Social Service Providers*
  - *Workplace Inefficiency & Violence*
- **How Violence Impedes Economic Stability and Growth in Victims**
  - *What Victimization Means for an Entire Gender*
  - *The Hidden Costs of Inaction*
- **Identified Costs of Violence Against Women in Tennessee**

For the purposes of this study, Violence Against Women (VAW) refers to crimes commonly associated with domestic violence, human sex trafficking, sexual assault and rape, which target women at disproportionately high rates.

In Tennessee and throughout the world, women face a unique and troubling set of threats that are not only physically, socially, and emotionally impairing, but also have a dramatic impact on their ability to earn a living, provide for their families, and participate wholly in our economy. The suffering of the victims of crimes like domestic violence, human trafficking, and sexual assault is incalculable, and this study's aim is not to diminish the significance of this suffering. Instead, its purpose is to more fully grasp the myriad costs of these crimes, to better understand the fullness with which they impact every member of our communities, and to more effectively combat them.

An accounting of these crimes, which this study collectively refers to as Violence Against Women (VAW), is necessarily incomplete for two reasons: (1) VAW crimes are vastly under-reported; and (2) the overwhelming suffering that they cause has understandably overshadowed attention to their economic impact in the past, which has left much of the most relevant information uncollected. Despite these obstacles, the TECW has collected data from more than 200 law enforcement agencies, social service providers, healthcare professionals, courts, and legal advocates throughout Tennessee, and the detectable financial impact of violence against women—even from this limited sample—is staggering.

Via a statewide hearing series and a suite of online surveys, the TECW estimates that it has received feedback from fewer than ten percent of the most heavily involved and impacted respondents to VAW crimes, yet it can report a robust sampling of costs. This section will go into detail about the nature of these costs and the assumptions made in order to produce statewide cost estimates.

Based on data collected and conservative multipliers developed from that data, an estimated minimum of $886,171,950 was spent or lost in Tennessee as an immediate result of VAW crimes committed in 2012. What's more, most of these crimes will have long-term implications for their victims and the community that will vastly outweigh the immediate expense.

These costs are divided and discussed in this section in the following categories:

- Crimes Against Women & Criminal Justice
- Violence and Children's Services
- Medical and Mental Health Services
- Social Service Providers
- Workplace Inefficiency & Violence

Before addressing these specific costs, however, it is important to explore some of the challenges to gathering information in order to understand why certain assumptions are an unavoidable component of this study.

## Challenges to Collecting VAW Information

Underreporting is the foremost challenge to understanding the full brunt of violent crimes committed against women. Domestic violence, sexual assault and human sex trafficking each have unique and overlapping characteristics that contribute to a pervasive shroud between victims and those who would help them.

Domestic violence, the most prominent category of crimes discussed in this report, and, indeed, one of the most common types of crime in this state, is considered to be reported as rarely as 25 percent of the time.[1] One of the most apparent reasons why these crimes are underreported is that they occur in the privacy of the home, however, this should

not be taken for granted as the foremost reason. Victims of domestic violence are frequently subject to physical, mental, emotional, and economic coercion perpetrated by their abusers, and these factors are immense deterrents to victims who might otherwise reach out to authorities.

***"There is a great deal of education, training and policymaking needed to create an environment in which a victim is able and willing to speak out."***

*-Tessa Proffitt, Forensic Services Coordinator*
*Johnson City Medical Center*

Many of the same considerations are a factor in sexual assaults, which are very frequently committed in the home against intimate partners, family members and acquaintances. It is increasingly easy to imagine that many or most sexual crimes go unreported when we consider that victims are often children or teens. Furthermore, growing awareness about date rape and sexual assault on college campuses has exposed new and prolific venues of victimization for young women who tend avoid reporting due to factors like the perceived stigma of such crimes or the confusion of becoming the victim of one's intimate partner.

Regularly incorporating control, coercion, deceit, intimacy and many of the other deterrents discussed above, human sex trafficking is one of the horrific forms of crime in the world, and yet it has continued largely unnoticed or unconsidered for centuries. As old views of prostitution are realigned with information that points to coercion and slavery in the sex trade, our widening perspective seems mostly to show us that we are still seeing just a small portion of the global, national, and statewide trade in women and children for commercial sex acts. Manipulation, isolation and coercion are the trademarks of human traffickers, and victims of this crime are so deeply embedded in the world into which they've been forced that they are not only reluctant to report or prosecute their perpetrators, they are often eager to return to them and frequently distrustful of authorities.

Truly, these crimes represent some of the worst behaviors of humanity, and their particular impact on victims, along with the culture of indifference, or even shame, that has developed around their victims, creates a setting in which detectable figures undoubtedly under-represent their magnitude.

In addition to underreporting, efforts to establish financial estimates about these crimes contend with a history of focus on the physical and emotional hardship of victims. It is easy to understand why this has been—and should be—the focus of law enforcement and service providers, but a historic lack of attention to the financial impact of violence against women has naturally led to a dearth of present information. For many participants in the TECW study, this was the first time they had considered this question, and what information is available varies in format—even among members of similar professions—due to differences in record systems, personnel, mission and so on.

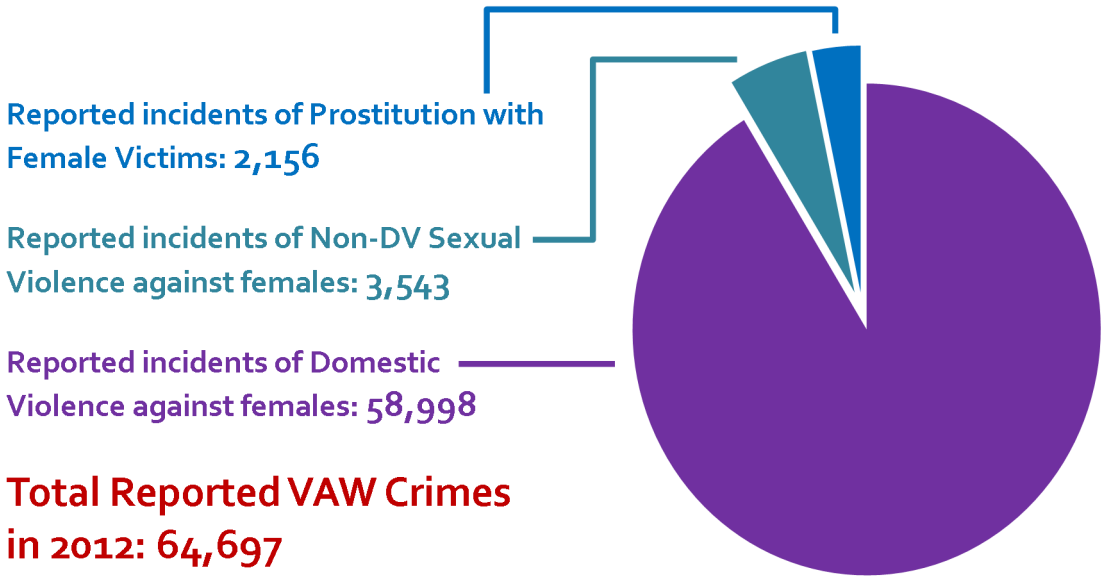
The following report attempts to combine a wide range of perspectives across the state into a cohesive picture of the economic impact of violence against women. It includes several thousand data points gathered from officials who work with these crimes on a daily basis and utilizes available research to conservatively apply this data statewide. As Marilyn Dubree of the Vanderbilt University Medical Center stated at the TECW's Nash-

ville hearing, "We are looking at this issue through a straw," and the reader is urged to remember that these figures will often underestimate the true costs, sometimes vastly.

### Reported Incidents of VAW Crimes in 2012

For the purposes of this study, Violence Against Women (VAW) refers to crimes commonly associated with domestic violence, human sex trafficking, sexual assault and rape. These are the focus of our attention because they target women in four out of five instances, and because they can have a devastating physical, psychological, and financial impact on their victims.

**Figure 1**




While instances that go unreported are estimated be three and four times as numerous as the numbers above, these provide a baseline for the calculation in this section.

# Costs to Taxpayers, Our Communities & the Economy

## Crimes Against Women & Criminal Justice

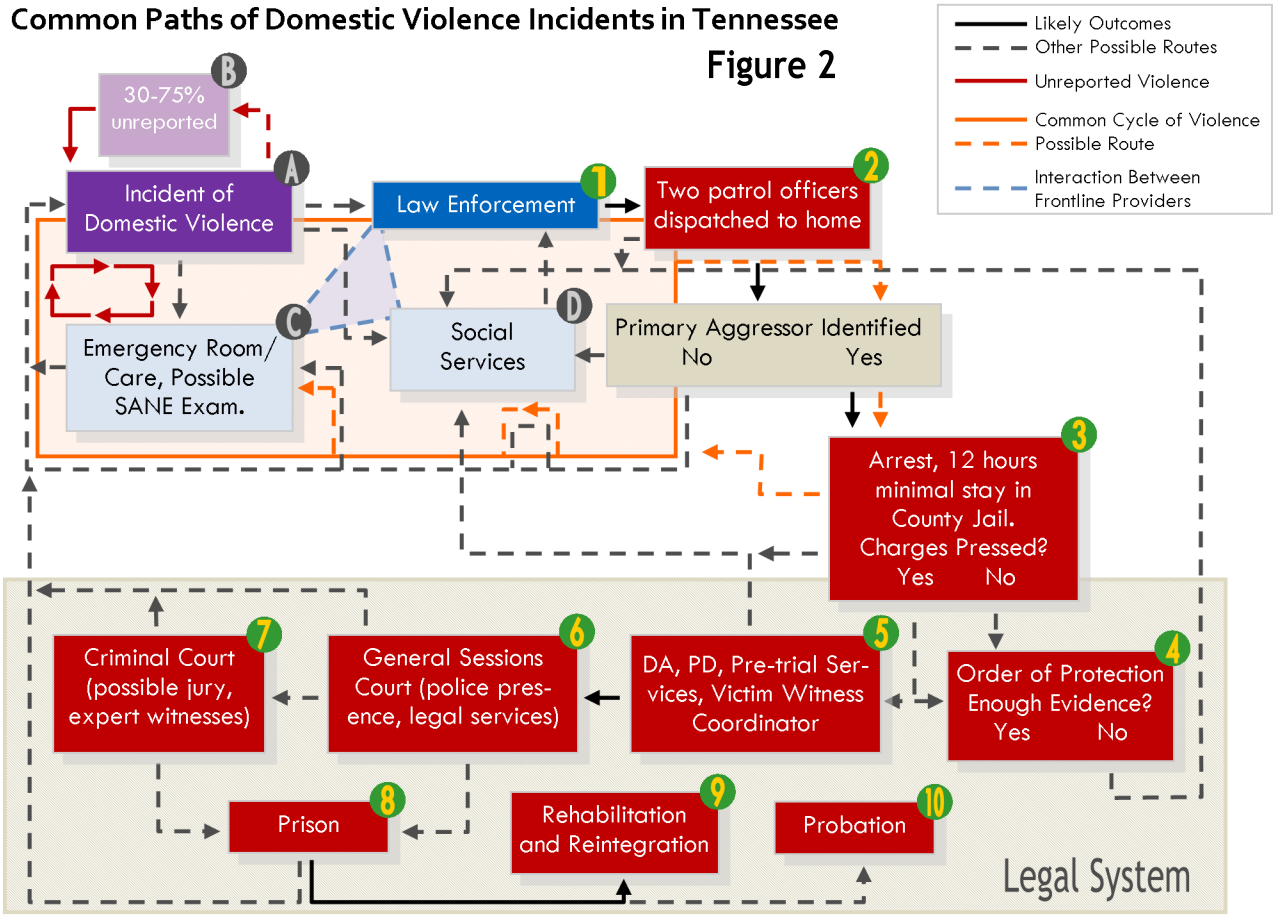
In considering the expenses that result from violence against women (VAW) in Tennessee, the legal system is naturally one of the most immediate and significant subsets of costs that can be identified. These expenses also reflect one of the most direct ways in which Tennesseans pay a regular price for crimes that they are not personally connected to or responsible for.

Domestic violence is the most common type of violent crime committed against women by a vast margin, comprising more than 91 percent (or 59,000) of the 64,697 offenses reported to the Tennessee Bureau of Investigations (TBI) in 2012 that fall under the purview of this study. In fact, law enforcement officials across the state have reported to the TECW that domestic violence is responsible for anywhere from 25 percent to 80 percent of all calls and/or arrests that they respond to.[2,3,4] Memphis Mayor AC Wharton offered in testimony that domestic violence is not only the largest cause of local police, but also responsible for the majority of fire department calls in the form of ambulance services. Notably, he added that the Memphis police and fire departments make up 70 percent of the city's budget.[5] With such a substantial footprint in the state, domestic violence is the natural place to begin any assessment of costs.

Figure 2, below, illustrates the typical sequence of events that can follow an incident of domestic violence. Many, of the most significant legal and law enforcement costs involved are discussed in coordination with their step of the process.

**Common Paths of Domestic Violence Incidents in Tennessee**

**Figure 2**



(1) While approximately 59,000 domestic violence cases were reported by law enforcement in 2012, some of Tennessee's dispatch centers received more than double or triple that amount in domestic violence calls annually.[3]

(2) During TECW hearings across the state, agencies regularly reported policies of sending two or more officers on every domestic violence call due to the dangers involved. County Sheriffs highlighted the additional transportation expense involved in safely responding to these calls on a nightly basis in large, county-wide jurisdictions. Testimony indicates that responding to a standard call can take anywhere from one to four hours, on average, and can range significantly in cost based on factors like travel, arrest rates, and economies of scale. When considering support costs and other factors that play into responding to crimes like domestic violence, Shelby County District Attorney Amy Weirich reported an expense of $143 for each instance of domestic violence that Memphis police responded to. If officers made an arrest, the average increased to $460.[6]

***The Metro Nashville Police Department receives a domestic violence call every 17 minutes.[2]***

*-Captain Kay Lokey*
*Nashville Metropolitan Police Department*

(3) Under Tennessee law, if a primary aggressor is present and can be identified by responding officers with probable cause to believe that a misdemeanor or felony has been committed, an arrest *must* be made (TCA §36-3-619). Agencies reported arrest rates for 2012 to the TECW that ranged broadly, from 13 percent to 75 percent, with higher rates favoring areas with the fewest reported crimes.[6,7,8,3] In addition to requiring further personnel hours for the purposes of booking, an officer's presence before a local judge or commissioner, and performing other tasks such as a lethality assessment, arrests trigger a state law that typically mandates a minimum of 12 hours of incarceration following a related arrest, (TCA §40-11-150 (h)(1)). This leads to an immediate facility cost in a municipal holding cell or county jail that can be as low as $40 per inmate per day, but is more commonly reported in the range of $60 to $90.[7,9,10,6] (As an example of this cost, District Attorney Weirich testified that the Shelby County jail held 118 inmates as of June 7th, at an average annual cost of $32,850 per inmate, or more than $3.8 million per year.) This period of time is often considered a "cooling off" period for the offender, and allows time for the victim make needed arrangements. This is also the stage at which the victim is likely to apply for an Order of Protection, which can prohibit an offender from approaching the victim, but are frequently violated, according to testimony.[11] If the victim has decided to press charges, or if there is enough evidence for the local District Attorney to substantiate a charge, the process will continue beyond this point; if not, the abuser typically returns home to their victim, potentially exposing the public to another cycle of expense.

(4) At this time, evidence from the incident is gathered, investigation continues, and other considerations are made regarding the future of the case. This stage also reflects any ongoing communication between first-responders and agents of the court. Due to variance between cases, cost estimates for law enforcement personnel differ during this step, but testimony indicates that detectives often spend between $25 and $500 in additional personnel hours depending on the

complexity and severity of a case. Notably, this figure varies hugely between cases that require an hour of follow-up, such as a domestic disputes where no arrest is made, and assault or rape cases, which are estimated to take 10 hours and 25 hours or more, respectively.[12] In addition to these costs, this is commonly the point at which a restraining order or an order of protection is served by law enforcement.

(5) If the victim has decided to press charges or sought an order, a private or volunteer attorney may become involved in the case. If the victim does not choose to prosecute, the district attorney frequently will. A defense attorney or the local public defender will likely become involved as well, along with victim witness coordinators and pre-trial services providers. Information is lacking about the average cost of a domestic violence case in Tennessee, but in one example, Shelby County Public Defender Stephen Bush shared that expenses in his office average $257 per case, for defense only.[13] This is particularly noteworthy considering the volume of cases statewide.

(6) While it is currently unclear just how many domestic violence cases occur each year or how much they cost, there are thousands statewide, and testimony indicates that domestic violence made up a third or more of several General Sessions court dockets in 2012.[13,14] In recent years, jurisdictions such as Memphis, Bristol, and Sevier County have set aside entire days to address related cases exclusively. Additional costs at this point in the process include the expense of having first-responders on-hand to testify (Memphis PD estimates $1.5 million in overtime to do so[6]), the personnel costs to operate the court itself and the cost of counsel for both the plaintiff and the defendant. Included in some cases are filings for divorce and child custody, which can cost a minimum of $1,700 in some jurisdictions.[15] In fact, domestic violence is believed to be a primary cause for one in five divorces.[16]

(7) The most serious cases of domestic violence are typically heard in Criminal Court, which adds a number of additional costs beyond those in General Sessions. Most sources who testified about the murder cases in their community shared that a majority were domestic violence-related.[9,17,18,4] Frequently, these cases run longer, include sophisticated elements like expert witnesses, and can often involve a jury of varying size and expense. In 52 jury trials in the Memphis area, alone, $370,000 was spent to sequester jurors in 2012.[6]

(8) In FY 2011-2012, it cost approximately $67.21 per inmate per day to house the 20,507 inmates in the state prison system. While specific details about domestic violence charges are not available, 13.9 percent of all inmates were guilty of a sex offense of some sort.[19]

(9) Rehabilitation and reintegration programs operate in a piecemeal fashion across the state and accurate estimates about the percentage of participants who are domestic violence offenders are not available.

(10) Similarly, cost estimates for probationary expenses related to domestic violence are unavailable.

Throughout 2012, the TECW received expense information from dozens of law enforcement officials, courts, legal offices and service providers across the state. Through data provided by law enforcement, a per-case estimate of $240 was created (from a range of $79-$493 per case) to reflect the personnel and material costs incurred by law enforcement in response to domestic violence, human sex trafficking, and sexual as-

sault perpetrated against females in Tennessee. This estimate was compared to the per-case figures provided to the TECW and was found to underestimate the reported figures consistently. In other words, it is a very conservative estimate, especially when considering the dramatic expense of cases involving rape and murder-testimony cited single cases ranging from $20,000 to $236,000.[3,9] Using the $22,492,309 in reported figures where available and the average estimate of $240 for all other cases, the TECW estimates that a conservative minimum of $27,731,509 was spent by taxpayer-funded local law enforcement agencies and jails in response to the 64,697 VAW Crimes reported in Tennessee in 2012.

*$27,731,509 = $22,492,309 (42,867 cases) in reported spending + ($240 x 21,830 additional reported cases)*

In addition, a survey of pro bono legal service providers, pretrial servicers, approximately one-third of Tennessee's attorneys general reported a total of $4,101,121 in worked case hours in 2012, and 161,263 hours of pro bono work, which, at a conservative assessment of $200 hourly value, totals to $32,252,600 in volunteered legal services related to VAW Crimes in 2012. While complete statewide estimates for these figures are not available, they are likely to be significantly greater.

Though far less frequent than domestic violence, human sex trafficking and sexual assaults are typically more expensive and often more complicated to respond to than domestic assaults—the majority of which are reported as simple or aggravated assaults. The ongoing investigation involved in a sexual assault or rape case can regularly require three or more full shifts of work by detectives.[12] Because of this, these cases have a pronounced impact on the overall per-case cost estimate of VAW crimes, despite only 3,543 non-domestic cases being reported. Notably, more than 1,400 of these were rapes committed in Tennessee in 2012.[20]

Human trafficking reporting requirements were not yet in place in Tennessee during 2012. As a result, the most reliable information available about trafficking-related offenses comes from considering the rather anemic reports of prostitution in Tennessee in 2012—of which there were 2,041—and the information gathered during a human trafficking study by the Tennessee Bureau of Investigation, which provided an estimated annual range of 2,596 to 4,890 cases (study responses were provided in numerical ranges).[21]

While estimates are not currently available for the number of personnel hours involved in a trafficking arrest, it can be presumed that experience varies greatly according to the nature and scale of the criminal activity as well as the perspective of the responding officers. For example, traditional arrests of women considered to be prostituting of their own will might result in personnel costs comparable to a domestic dispute or assault where an arrest is made. However, if the victim is a minor, or if the responding agency actively pursues the case as a trafficking offense, it is easy to imagine that involvement could approach the amount of time reportedly consumed by cases of rape or more. Stings and other more elaborate approaches involves a great deal more resources than a typical arrest. Lieutenant Robin Howell, of the Columbia Police Department cited one example in his testimony of a single online sex trafficking sting that involved 260 personnel hours, at a cost of $6,000.[22]

All told, the criminal justice expenses listed above combine to a minimum of $31,832,630 in actual annual spending and an identified value of $32,252,600 in volunteer legal work.

*$27,731,509 = $22,492,309 in reported law enforcement spending + $5,239,200 in estimated spending*

*$4,101,121 in court/legal spending*

*$32,252,600 = $200 estimated value of legal service * 161,263 reported pro bono hours*

Though significant, these numbers still reflect *only a portion* of the state and local tax dollars spent by law enforcement and Tennessee's legal system in their responses to domestic violence. Additionally, this figure does not include federal court or prison expenses incurred inside the state—including the juvenile justice system, in which 80 percent of offenders are believed to be the victims or witnesses of domestic or sexual violence[13,23]—nor can it accurately represent the immense impact that this voluminous category of crime has on the daily response times of law enforcement personnel or the speediness of our court system.

## Violence and Children's Services

When abuse occurs in a household children are too often involved as witnesses and victims. One participant in the TECW's hearing series testified that 90 percent of the 187 families that his Chattanooga organization assisted with foster care or residential services had a history of domestic violence[24] Another testified that one in four girls and one in six boys will be the victims of sexual assault before they reach eighteen. The witness added that 90 percent of them would be victimized by a loved one.[25] Yet others added that between 10[16] and 20[26] percent of high school students in recent studies report being the victims of sexual or physical violence. This creates many immediate costs related to the physical and mental health of children, which this section will discuss further, but it also plays a significant role in long-term costs by perpetuating a cycle of violence and personal hardship.

Research indicates that between 30 percent and 60 percent of perpetrators of intimate partner violence also abuse children in the household,[27] while other research suggests that boys who even *witness* domestic violence are twice as likely to abuse their own partners and children as adults.[28] The World Health Organization also points to this generational cycle of violence and adds that "children who grow up in families where there is violence may suffer a range of behavioral and emotional disturbances" and experience higher rates of infant and child mortality and morbidity.[12]

Unfortunately, tremendous hardship and cost frequently manifest before a child even reaches adulthood. In testimony offered at the TECW's Trenton-area hearing, Tennessee Department of Children's Services (DCS) agent, Donna Lorhorn shared that, while domestic violence between parents is rarely the initial cause for a case to be opened at DCS, 21 of the 45 (47 percent) cases that she personally oversaw in 2012 involved known or suspected violence between parents in the home and that 16 of those cases combined to necessitate the out-of-home care of 43 children in Northwest Tennessee. Her testimony also indicated that in those cases where the most expensive and specialized services were needed, a history of domestic violence was present.[29] Retired DCS investigator, Lynn Caldwell, estimated from her experience that 45 to 70 percent of the children in the DCS system had been exposed to domestic violence, and shared that these children often require a high level of care, with placement services that cost a minimum of $5,000 per child and education programs that can range from $1,500 to $2,500, for example.[30]

Lorhorn shared a number of cost estimates for expenses incurred for most children

brought into the DCS system, including a $900 psychological evaluation, a $1,000 parenting/relational assessment, and $175 to $250 for initial clothing and supplies. Many other services, like a vision check or a physical, aren't charged to DCS, but are performed by local health departments, which are publically funded. Additionally, children under DCS care also receive TennCare Select benefits, which are paid for by state and federal government and commonly treat environmentally-triggered issues like anxiety and Post Traumatic Stress Disorder (PTSD).

Following a child's removal from their home efforts are made to place them in a safe, supportive environment. This sometimes means a relative's home, but often involves foster care or one of several levels of contract care for children with acute needs such as mental health care to address suicidal or homicidal behavior. Other examples include children diagnosed with autism, mental retardation, or intellectual disability.

The Department's annual report for the 2011-2012 year, recorded placing *8,117 children* in some level of care ranging from DCS foster care ($27 per day) and pre-adoptive homes, to specialized contract care ($100-$500 per day), detention and youth development centers ($330 per day). Based on that annual report, 1,314 of those children were placed in contract care, at a combined daily cost of approximately $441,300 just to pay providers,[31] or nearly one quarter of *all* of DCS's daily spending from its $651 million budget.[32] This does not include initial assessment costs, administration of the agency, and so on.

Presently, eight of the 43 children removed by Lorhorn's team are in some form of contract care, and one child is currently in her second year of such treatment. According to Lorhorn, all eight came from homes where domestic violence was confirmed or suspected.

Beyond immediate care and placement of a child, DCS is responsible for remediating parental relationships where possible, and one of the primary tools to do so is supervised visitation. This practice occurs for a minimum of 4 hours each month at a cost of $70 per hour, and can amount to thousands of dollars over the span of a case.

In her review, Lorhorn found that all of the children in her area who were receiving mental health treatment for anxiety, Attention Deficit Disorder, depression, PTSD or problems related to alcohol and drugs, or were engaged in supervised visitations, came from a home where violence was confirmed or suspected.

***"I can't prove from these numbers, alone, that violence in the home is the direct cause of some of our highest expenses; that isn't my role at DCS," said Lorhorn, "but I can say that in the instances where we spend the most money and have to work the hardest to help children and families get back on track, violence was present or suspected."***

*-Donna Lorhorn*
*Tennessee Department of Children's Services*

It is impossible to capture all of the instances of violence that have been witnessed or endured by Tennessee's children, or to determine exactly what role those experiences play in their lives, but by using the testimony provided, we can conservatively estimate that approximately 40 percent of the boys

and girls in the DCS system have experienced or witness domestic or sexual abuse committed against a female, and that this has likely resulted in an increased level of care.

The total 2011-2012 budget of the Department of Children's Services was approximately $651 million. Of this amount, $44 million was budgeted for Family Support Services, $207 million provided residential care, more than $6 million was used for needs assessment, $220 million went toward child and family management, and approximately $50.6 million was committed to the operation of five youth development centers throughout the state.[33] During that budget period, the agency received more than 169,000 calls to its child abuse hotline and conducted more than 60,000 investigations into reported child abuse and neglect.[32]

Of this $527,600,000 in operational spending, there is little question that the 40 percent of children estimated to have a history with domestic and sexual violence received care responsible for a majority of the budget—the annual expense of keeping an average of 1,314 children in the contact care, alone, would reach more than $161 million annually. Again, while there currently seems no reliable way to estimate their resultant cost, domestic and sexual violence are shown to play a significant role in escalating the efforts and spending of the taxpayer-funded Tennessee Department of Children's Services.

## *The Intersection Between Domestic Violence and Sex Trafficking in Children*

Violence in the home is also believed to be a key precursor to the victimization of women and girls in the human sex trafficking trade, in which the average age of victims is 13 in the United States.[34]

According to Judge Vicki Snyder of the Henry County General Sessions/Juvenile Court, "When children are neglected or abused at home, they can more easily be lured by what they perceive as positive attention from a stranger whose true motives are hidden."

Unfortunately, this behavior can often happen in paces like youth shelters, DCS group homes, or foster care. One youth assessment performed in Tennessee in 2006 and 2007 indicated that 55 percent of the surveyed victims of sex trafficking were identified as "foster care youth from group homes."[35] For this reason, a great deal of effort is expended to ensure that children are placed in safe, monitored environments, and the state's recently released Human Trafficking Service Coordination Plan[35] highlights research that suggests separating children by gender and age group in order to minimize the possibility that they might be re-victimized by peers who would prey on their vulnerability.

## Medical & Mental Health Services

Determining the cost of medical and mental health services provided to victims of crimes like sexual assault, and especially domestic violence, is a difficult undertaking due to underreporting on the part of the victim, a lack of medical and insurance codes that would allow hospital staff to fully catalogue incidents, and significant variance in the cost of services provided between patients, facilities and regions. However, information pointing to the increased use of medical and mental health services resulting from such abuses can be combined with general cost information to minimize the impact of local variance in cost and establish a baseline estimate of expense resulting from violence against women.

Punctuating the difficulty of estimating service information has recently been made public showing extreme variance in the cost of similar procedures between hospitals.[36] While many of the items gaining attention are inpatient procedures—which are less responsive to levels of violence than outpatient, emergency and mental health care—the differences highlight the fact that hospital systems, facilities, and patients vary.

Responding to media attention about the issue, the American Hospital Association recently elaborated on this concept, suggesting, not only that each patient's course of care is different, but that hospitals incur different expenses based on local needs. "One hospital might have a large role in training health care professionals or conducting research. Another may maintain the community's only trauma or burn unit. And still another may provide a higher portion of its care to patients unable to pay for their care."[37] While this may be just one example, it exposes the danger in applying a single hospital's cost estimates statewide.

Additionally, hospitals vary in mission and ownership (public, non-profit, private, for-profit, research, etc) and the rate of free care that they provide can differ significantly; both factors that impact how directly taxpayers and members of the community are affected by care offered.

Despite these difficulties, estimates do exist. For example, several witnesses in the TECW's hearing series shared an estimate that 20 to 37 percent of all women seeking emergency medical care do so as a result of violence perpetrated by a loved one.[26,38,39,40,41] One officials also shared estimates that 31 percent of all injuries endured during pregnancy are domestic violence-related, along with the majority of homicides during and immediately after pregnancy.[40]

At the TECW's Chattanooga hearing, the President of the BlueCross BlueShield of Tennessee Health Institute, Dr. Steven Coulter, offered testimony on his analysis of several related studies. In his testimony, he relayed findings that women between the ages of 18 and 64 who were the victims of violence at the hands of an intimate partner were twice as likely to utilize mental health services as those who were not victimized. The same population was also found to be six times more likely to make use of substance abuse services, 1.6 times more likely to receive outpatient care, and 1.5 times more likely to visit the emergency room. Dr. Coulter also noted the observation that increased usage rates tended to take a decade or longer to subside after victimization.[42,43] This concept was supported by testimony from several other witnesses, who shared that lingering increases in usage can last an average of 15 years.[40,41]

When considered together, the detected increases in usage correspond to a sizeable ad-

ditional financial burden that can be directly attributed to intimate partner violence. When considered as a portion of the health insurance premiums paid by Tennesseans, this specific form of domestic violence is estimated to be responsible for $7 per member per month among commercial plan payments[42,43] and $10 per member per month in TennCare expenses.[42,44] This amounts to an additional $28 in health insurance premiums paid each month by a family of four, for example, due simply to the existence and resultant medical costs of domestic violence inflicted on women aged 18-64.

According to information provided by the Tennessee Department of Insurance: as of June 2013, there were approximately 1.2 million Tennesseans under the age of 65 covered by TennCare and 3.5 million covered by a commercial health insurance plan, for a total insured population of 4.7 million. If the estimate reported by BlueCross BlueShield of $7 and $10 per member per month is applied statewide, the annual estimated increase in premiums due to recent and previous interaction with intimate partner violence against women, alone, reaches $438 million annually.

*$438 million = (3.5 million commercial members x $7 x 12 months) + (1.2 million TennCare members x $10 x 12 months).*

This estimate would include expenses such as the immediate elevation in visits to the emergency room, ongoing physical and mental therapy, surgeries, and other procedures resulting from abuse, as well as receiving specialized care and testing for sexual assaults from forensic nurse examiners.

While this figure is clearly a broad estimate, there is good reason to suspect that the true healthcare cost of sexual and domestic violence committed against women is higher

***"It takes a lifetime... you can be a victor and you can stop being a victim, but for many, many people they never heal. And that's part of the impact we're seeing in emergency rooms, that we're seeing in overstretched mental health facilities, and we're seeing in partner violence centers."***

*-Rae Bond*
*Executive Director, Chattanooga and Hamilton County Medical Society*

still. In part, this is because the estimate does not consider non-partner violence committed against women or violence of any sort perpetrated against girls under 18, nor does it include the expense of crimes committed against women that are unrelated to domestic violence. Crimes like rape and sexual assault, in particular, often require a great deal of specialized care, and while they happen too often in the home, reported cases that occur outside of the home are more than twice as frequent as those associated with domestic violence.[45] Moreover, the specialized training that forensic examiners undergo to offer this service can reach $10,000 or more, and high turnover in the field adds additional expense that is likely not captured in this estimate.[38]

Additionally, the consideration of cost filtered through TennCare and commercial insurance does not account for the volume of care that is paid for out of pocket, and even more so, that which is provided by care providers across the state without payment. One witness testified to the TECW that of 108 patients receiving forensic services in 2012, just two percent held private insurance, 41 percent were covered by Medicare or

TennCare, and 57 percent were uninsured.[38] While overall statewide rates of insurance are higher than this suggests, women *were* less likely to be covered by some form of insurance in 2010 than they were a decide prior (15.7 percent were uninsured, versus 8.7 percent in 2000), which may indicate that this particular burden for hospitals is growing.[47] Some of these costs would be reimbursed to hospitals through federal and state reimbursement funds, such as the $750 provided under the Federal Violence Against Women Act, but medical and mental health officials unanimously testified that reimbursement opportunities are vastly outweighed by the actual cost of service.

This estimate also leaves out the added expense of children receiving TennCare Select benefits as a result of being in the custody of the Department of Children's Services. The TECW estimates that approximately 40 percent of children in the system have a history with domestic or sexual violence perpetrated against women, and available information that these children are especially likely to need mental health care related to anxiety, Post Traumatic Stress Disorder, and other conditions that may be linked to VAW crimes.[29]

To further put this figure into perspective, females reported 47,631 incidents of aggravated or simple assault in the home in 2012, and a total of 4,473 reports of sexual assault, of which 1973 were rapes (a total of 52,104 ). As noted, elevated usage tends to persist for ten years or more, and TBI figures indicate that victimization has been somewhat consistent for the past ten years. This indicates that there have been approximately 500,000 instances of reported physical or sexual assault against Tennessee women in the previous ten years. This does not include offenses which are presumed to have a lower likelihood of resulting in treatable medical injury, such as statutory rape, incest, murder, intimidation, stalking, and abduction. Of course, many of these crimes will still result in medical and mental health needs.

Because available information is based on incidents, it is unclear how many women this may represent, but the population of women currently in the window of higher-frequency care is large. National estimates suggest that these crimes are reported as rarely as 20 to 25 percent of the time,[1] indicating that the number of actual offenses—and occasions for a victim to make use of medical or mental care in the first ten years after victimization—are astronomical, and the number of relatively recent victims in a high utilization cycle may well include 500,000 women or more at any one time.

Nearly as numerous and varied as the incidents of violence themselves are the injuries and ailments that can result.

Studies show that the victims of domestic violence and sexual assault are at significantly higher risk than non-victims to suffer from dozens of conditions and diseases throughout their lifetime. Figure 3, opposite, highlights a sample of those recognized by the medical community, and includes estimated costs and elevated risk where available.

# Common Mental and Physical Ailments Resulting From Domestic and Sexual Violence

- Average cost of an emergency room visit in Tennessee: $1,68248
- Average annual mental health costs per sexual assault victim: $1,800 to $4,000
- Average annual cost of OBGYN services: $750


Figure 3

## Social Service Providers

Through its hearing series and survey, the TECW collected operational and financial information from approximately one-third of the largest social service providers in Tennessee. The resulting information not only highlights the tremendous work that providers did in 2012 to aid tens of thousands of victims, but also reveals the significant financial impact that domestic and sexual crimes continue to have on the state's public and nonprofit sectors, in addition to exposing areas of existing need.

The agencies identified provided approximately $24,509,569 in paid services and 18,108 hours of volunteer work in 2012. While not all agencies reported a total number of clients served, approximately two-thirds of respondents combined to aid 33,173 victims of violence against women (VAW).

Of the three types of services with which victims tend to interact first (including healthcare and law enforcement), social service providers are the most varied; providing an array of services statewide that reflects the uniqueness of the clients they serve.

As might be expected from the high volume of related crimes in the state, 94 percent of the agencies for which the TECW has collected information considered domestic violence a component of its primary mission, and slightly more than half identified themselves as providing services for sexual assault and rape. While just 29 percent identified sex trafficking as a primary mission, many such victims would likely be able to access applicable services from any of these agencies because of the common elements of their abuse.

As Figure 4 illustrates, nearly all respondents participate in certain services that are responsive to crimes, such as statewide emergency hotlines (96%), client transportation services (88%), emergency shelter, clothing provision, case management, legal advocacy (79%), and food provision (75%). However, programs that could be considered preventive or restorative are less frequently available. Because the TECW survey did not ask for further detail on each program offered, we can only speculate, but it is sensible to assess response as the most significant immediate need. For the purposes of crafting policy, however, prevention and restoration are critical.

**2012 Percentage of Participation in Select Social Service Programs by Survey Respondents**

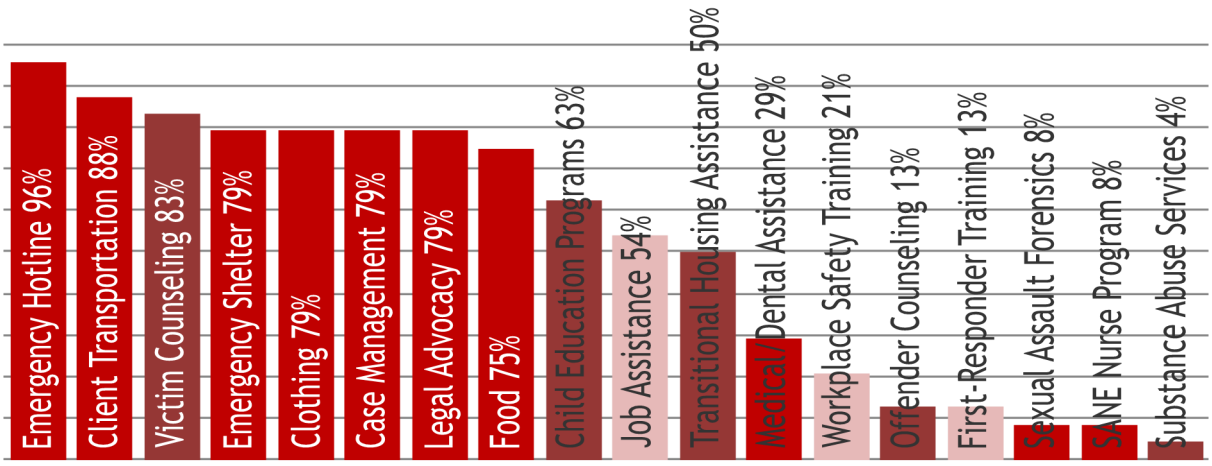



Figure 4

**2012 Responding Social Service Providers by Cost Per Client and Annual Clients Served**

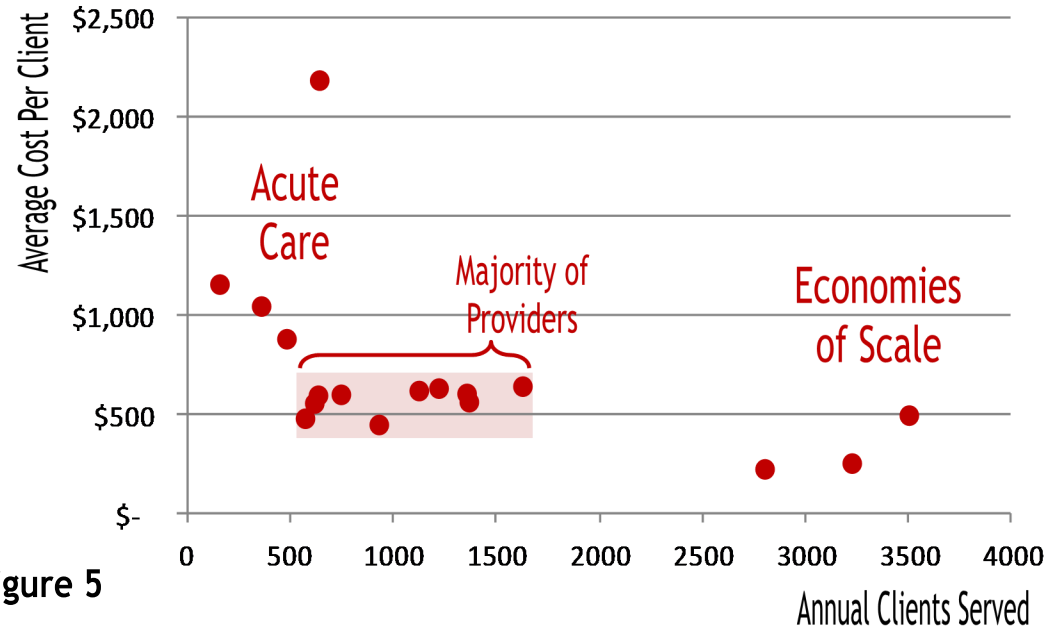



**Figure 5**

In prevention, school-based and community outreach programs for children are provided by approximately two-thirds (63%) of available respondents, while workplace training/ planning and first-responder training are offered by 21 and 13 percent of respondents, respectively. Regarding longer-term aid, victim-oriented counseling (83%) is the primary counter-point to this trend, while job assistance (54%) and transitional housing (50%) are the next most commonly offered, and offender-oriented counseling is performed by fewer than one in seven agencies (13%).

This shortfall in preventive and restorative programs was frequently mentioned in hearing testimony and survey responses across the state. Because violent crimes tend to feed into one another and themselves, advocates have expressed a need to break the cycle of abuse present in our communities by reaching out to young children and rehabilitating victims and offenders wherever possible. As Shelby County Public Defender Stephen Bush put it, "We cannot punish our way out of this."

According to those working daily on these matters, increasing outreach and education programs will help to diminish the occurrence and longevity of victimization, and in doing so, will also help to decrease the cost of addressing VAW crimes altogether.

The need for this is further illustrated when taking the TECW's identified sample of social service expenses and applying it to estimates about the statewide population of clients and providers.

As noted, at least $24.5 million was spent in 2012 to assist 33,173 victims. Factors like economies of scale and the types of services offered make it difficult to estimate exactly what the per-case expense was, but, as Figure 5 shows, the majority of participants in the TECW's study reported serving between 570 and 1,625 clients annually, at an average per-case cost spanning $453 to $646.

A statewide census performed annually by the Tennessee Coalition to End Domestic and

Sexual Violence and its national partner, the National Network to End Domestic Violence, collected relevant information from 32 domestic violence programs in the state. The census collected information about services provided on Wednesday, September 12, 2012 and learned the following:

- 768 victims were provided with services like emergency shelter, legal advocacy, and transportation.
- 295 domestic violence hotline calls were answered
- 731 community members were educated about domestic violence at 21 training sessions
- 101 requests for services went unmet, of which 67 were related to emergency shelter or transitional housing

The causes given for the shortfall in services were: staff shortages (25%), insufficient available beds (22%), inadequate funding (22%), language barriers (19%), and a lack of specialized services (6%).[46]

Based on per-case information gathered by TECW research and the case rate of 768 per day according to the above census, annual social service expenses for client services, alone, is estimated to be between $126,984,960 and $181,086,720.

*($126,984,960 = 768 clients served * 365 days * $453 per case )*
*to*
*($181,086,720 = 768 clients served * 365 days * $646 per case)*

Of the respondents for whom funding sources were available, approximately 40 percent of funding was derived from state, federal, or local government grants and appropriations. The majority of the remainder was provided by private donations and grants, while a small number of respondents also reported investment income and commercial income sources.

Slightly less than half (43%) of survey respondents stated that their budget "stayed about the same" from 2011 to 2012, while 19 percent reported an increase of 10 to 20 percent, and 38 percent reported a decrease of 10 percent or more. A "change in private donations/charitable contributions" was the most common reported cause for a decrease in revenue, followed by a "change in federal grant opportunities."

Lastly, while services provided surely span the gamut from physical to emotional and sexual, the classification of clients served seems to highlight just how frequently victimization occurs in the home. As Figure 6 shows, 21,772 of the clients included in the TECW's survey were identified as victims of domestic violence, followed by 1,199 identified as non-domestic sexual assault or rape victims, and just 69 non-domestic sex trafficking victims.

**2012: Number of Clients Served Among Survey Respondents by Type of Crime in TN**

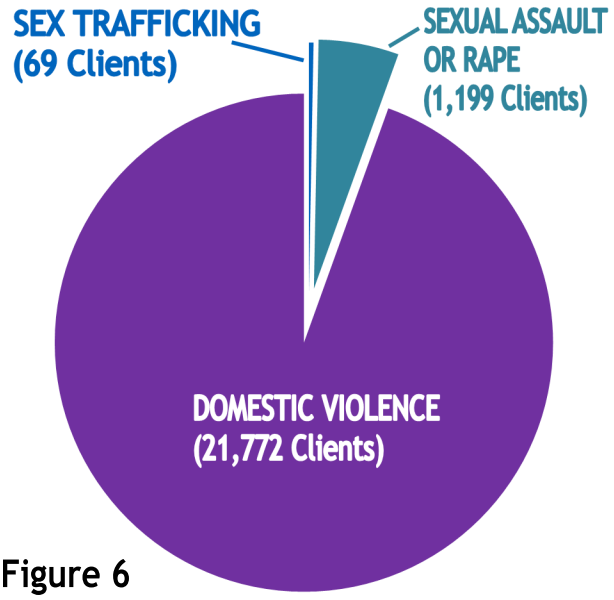



Figure 6

## Workplace Inefficiency & Violence

Approximately one in three women will experience domestic or sexual violence in their lifetime, and most of those instances will occur while they are a member of the workforce. In the most devastating cases, violence can cause severe injury and death that are not only tragic, but have obvious implications for the workplace. The impact of violence against women (VAW) doesn't stop there, however; the day-to-day instances of coercion, intimidation, violation and battery that so frequently go unnoticed may, in fact, have the largest overall impact on the employment sector.

Women play a large and growing role in our state's workforce. Of all women ages 18 to 65 in Tennessee, approximately 70 percent currently participate in the state's labor pool (up from 42 percent in 2000), comprise approximately 46 percent of the state's total workers, and even outnumber male laborers in some counties. Women also fill 36 percent of the managerial positions in the state (from 27.5 percent in 2000) and own approximately 26 percent of its businesses.[47] Because of this influence, phenomena that impact women as a whole also impact the workplace significantly.

Of the 62,541 domestic and sexual offenses against women recorded by the Tennessee Bureau of Investigations in 2012, 54,585, or 87 percent, targeted women ages 18 to 65—the primary range for labor force participation. Unfortunately, these figures do not account for duplicate reports from victims, and an estimate for the number of women suffering from violence remains elusive. For the purposes of this exercise, we will treat the rate of underreporting—only one in four or five incidents of related crimes are thought to be reported to authorities—as sufficient to counter duplicate reports and to overcome the rate of non-participation for the purposes of a baseline estimate.

It should be stated that this is still likely to be a conservative estimate, as it does not account for the effects of crimes committed in years prior, which have lasting impact on victims, nor does it consider the number of teenagers or women 65 and older who may be working. Additionally, this calculation does not include reported crimes committed against young girls, which could very reasonably be expected to have an impact on their parents' work life.

***"While domestic violence occurs at the home, it is expressed in the workplace."***

*-Ron Harr, President and CEO, Chattanooga Tennessee Area Chamber of Commerce*

Testimony offered to the TECW indicates that victims suffer anxiety, pain and fear in the workplace as a result of violence elsewhere, which can cause victims to be off-task or distracted.[48] Collectively referred to as "presenteeism," the inability to function fully while at work is receiving a growing amount of attention. Such difficulties, observers say, can undercut the victim further by leading to tension and discomfort between coworkers who might otherwise serve as a support system, and has clear implications for employers, who receive less efficient services and risk accidents involving victims and surrounding employees.[49] In addition to discrete distraction at work, between 50 percent[50] and 74 percent[51] of battered women are reported to be directly harassed at work by phone calls, emails, and texts from an abusive partner.

Victims also exhibit significant absenteeism such as arriving late to work and leaving early, or missing entire days of work due to fear of discovery, trips to the hospital, court appearances, and attorney visits.[50,52] National estimates suggest that victims of domestic violence 8 million work days each year, the equivalent of approximately 32,000 jobs.[53]

> ***"It makes it hard to concentrate on your job. You're always wondering what you're going home to."***
>
> *-TECW Survivor Survey Respondent*

As a simple percentage of this figure, Tennessee's working women could be estimated to miss approximately 222,000 days of work each year at an estimated $28.5 million when measured by the hour, based on Tennessee's female median income of $31,585. This would be the result of *missed* work alone, not overall loss of productivity.

This appears to be a fairly conservative estimate for the cost of absenteeism, however. A variation of the formula promoted by hospital network Texas Health Resources,[54] for example, results in an estimate closer to $101.5 million due to absenteeism in the state of Tennessee.

From the employer's perspective, one in five days missed by employees are estimated to originate in an act of domestic violence.[52]

For victims with hourly positions, this can have a multiplied impact because violence doesn't simply result in a shortage or inefficiency of work performed, it also likely leads to a decrease in wages earned. Victimization is also estimated to result in loss of employment for one in five women.[51] These events can have a devastating impact on victims of domestic violence, especially, who are commonly forced into being financial dependence upon their abuser. To a different extent, employers struggle with turnover as well, with estimated costs to find an train a replacement employee ranging from 1.5[58] to three times[48] the value of an individual's salary.

Interestingly, perpetrators of violence report similar forms of distraction and absence. A 2012 survey found that 29 percent contacted their partner while at work to harass or intimidate; 30 percent reported taking paid time off to intimidate, scare, or abuse their partner; and 25 percent said they occasionally left work early or arrived late as a result of their abuse. A similar study from 2004 showed that 78 percent of abusers *used workplace resources* at least once to express anger, intimidate, or scare their victim.[50] One employer testifying before the TECW shared an estimate that 70 percent of arrested offenders report missing work as a result.[48]

Perpetrators can directly cause a number of other costs to employers by threatening violence or appearing at a victim's workplace. As a predictable point of contact, even if the victim has made alternative living arrangements, a victim's place of employment is frequently the scene of intimidation and violence. Kara Huckaby, Director of the Maury County Chamber & Economic Alliance, testified in March that an estimated 18 percent of *all* crime s occur in the workplace, and shared that approximately 2 million threats of violence are made against victims at work.[51] Similar testimony revealed that one in three female deaths in the workplace are homicides committed by an intimate partner.

The risk of violence and death at work opens employers up to potential expenses in the form of safety training, security upgrades and staff, accommodations for victims, and, in the unfortunate occasion that violence occurs and adequate precautions were not previously taken, possible legal action. As an example of these costs, Ron Harr, President and CEO, Chattanooga Area Chamber of Commerce shared a 1994 study of lawsuits leveled against employers found negligent in this matter, and revealed that the average judgment in cases against employers averaged $1.2 to $1.8 million in 2012 dollars.[55] A second witness revealed an average of $2.2 million.[52] Employers are also vulnerable to increases in health insurance plans due to the injuries and treatment of their employees.[52]

Unfortunately, these types of incidents can also serve as a deterrent to employers who might consider hiring a women with a publicized history of victimization, and can influence decisions about retention, if safety is perceived to be threatened by a woman's employment. Presently, while federal law does not expressly protect victims of domestic and sexual violence from discrimination in the workplace, equal employment guidelines and portions of the Americans with Disabilities Act can offer a layer of protection.[50,56]

Truly, the multitude and extent of personal and workplaces costs involved are staggering.

If absenteeism due to violence against women in Tennessee can be estimated to cost between $28.5 million and $101.5 million or more in missed work and/or wages, presenteeism likely results in a comparable or greater expense. Though variables in a victim's personality, job, workplace, and the violence perpetrated make it nearly impossible to predict the specific impact that violence can have on a person's job performance, at least one assessment from a productivity-oriented firm in the United Kingdom estimates that the ratio in cost of presenteeism to absenteeism with consideration for standard illness and morale ranges from 2:1 to as great as 7:1.[57] While employers and readers should consider their own unique work environment, this estimate would peg the cost of presenteeism, alone, at anywhere from $57 million to an immense $710.5 million.

For the purposes of providing a conservative estimate, the costs of absenteeism and presenteeism might be considered equivalent. If this is assumed, an estimate of workplace expenses related to domestic and sexual violence committed against women and based off of available predictions would range from $57 million to $203 million dollars annually.

*($57,000,000 = $28,500,000 absenteeism + $28,500,000 presenteeism)*
*to*
*($203,000,000 = $101.5 million absenteeism + $101.5 presenteeism)*

***"Husband has sabotaged employment opportunities. Three back surgeries."***

***"Not able to work because of injuries."***

***"Fear of not being able to keep a job due to broken glasses, black eyes, and damage to vehicle"***

*-TECW Survivor Survey Respondents*

## How Violence Impedes Growth And Economic Stability

There is nothing temporary about the violent crimes discussed in this study. Fear, self-doubt, and hopelessness plague survivors of domestic and sexual violence, and the physical wounds that they endure can last a lifetime. These acts can swiftly derail a woman's ability to provide for herself and her family; and across Tennessee, tens of thousands of women are hindered from reaching their full potential every year.

Even with a tally of nearly $1 billion, the expenses herein are likely still dwarfed by the potential earnings lost when a young girl is enveloped by a life of sex slavery. Surely they cannot begin to approach the lost value in that girl's forgone achievements, her missed leadership in her community, her motherhood and childhood lost.

Similarly, there is no way to put a price on the hardship endured by a victim of domestic violence whose loved one has betrayed her, isolated her from her family, beaten her and threatened the lives of her children. The lifelong costs of missed opportunities; of forced subservience and fear are incalculable, and the regularity of this occurrence is not only heartbreaking; it's extremely stifling to victims and their communities.

Whether the root causes are social, biological, sexual, or otherwise, the results are violation and abuse that will affect one in three women over the course of their lifetime.

Unfortunately, the trauma of these events is not the only—or most limiting—factor in many survivors' experiences; the unique blend of manipulation and abuse that offenders use to get what they want can be enduringly damaging to survivors as they work to rebuild their lives.

According to the research and testimony collected during this study, the coercion and violence employed against women in acts of domestic violence and sex trafficking tend to interrupt many of the natural paths by which women achieve economic stability.

In both domestic violence and human sex trafficking, inhibitors frequently surface during childhood. Testimony from domestic violence survivors frequently indicates that children are threatened, forced to watch the abuse of their parent, or assaulted themselves. As was revealed in the previous Children's Services segment, this frequent occurrence is observed to result in substantial behavioral and emotional disturbances later in life, and is a primary precursor to one's own role as an abuser or victim in adulthood.

This experience is also common in victims of sex trafficking, where abuse and neglect often lead to vulnerability and a desire to escape that can expose children to the manipulations of would-be traffickers. Children who fall into human trafficking (the average age of entry is approximately 13) also commonly struggle with alcohol and drug addiction early in life—sometimes to mask the physical and sexual abuses occurring in the home. This is one of the first ways in which domestic violence and sex trafficking interact with, and reflect, each other.

Those in the most extreme circumstances may be thrown out of their home, become runaways, or worse. In the case of those forced into homelessness, a new layer of medical and psychological conditions can threaten lifelong health, and these children are likely to be approached by traffickers or other predators within days.

From this point, many children are falsely

promised respite from their past while others are simply given the option to continue living on the streets or begin to sell their bodies. "Survival sex" is a common term among sex trafficking victims and survivors.

For this population, which appears to be growing in Tennessee, the chance of a normal life is all but dashed. Taken away from school and other potential support networks, these victims fall dramatically behind in education and healthy socialization, and many will begin to abuse alcohol and drugs, if they were not already. Trafficking activist Siddharth Kara describes the fate of trafficking efforts as universally grim:

"Even the bare few who manage to escape face lives that offer little hope. Of those I met in survivor shelters, most were infected with HIV, suffered acute drug and alcohol addictions, had been shunned by families, and had little prospects for employment or any form of self-sufficiency upon departure from the shelters."[59]

This fate, or something similar to it is believed to be experienced by approximately 1,000 new runaway or throwaway girls in Tennessee annually.

Whether abuse was present during childhood or not, there remains a significant possibility of victimization as young girls grow up. Again, as is discussed in the Children's Services segment, studies estimate that anywhere from one in ten to one in four girls will experience sexual assault before the age of eighteen (and likely by a loved one), and the growing awareness around date rape on college campuses reveals yet another point of vulnerability to victimization.

Of significant importance for life-long earnings, victimization before adulthood threatens to interrupt the educational process in kindergarten through twelfth grade, and is likely to endanger college attendance altogether, which can impact life long earnings by more than $1 million, according to the U.S. Census Bureau.[60]

It is during the next stage in life, between the ages of 18 and 35, that more than three-fifths (nearly 33,000) of all reported domestic offenses against women occurred in 2012.

Though typically the time when men and women find and build their career, recent years have seen tens of thousands of Tennessee women encounter abusive partners during this period and the implications for their physical, psychological, and financial well-being are significant.

During this stage, a course of escalating violence typically manifests in domestic abusers, which interestingly runs parallel to the reported behaviors in many traffickers.

In both scenarios, both the offender and victim are more likely than the average person to have witnessed or endured sexual or physical abuse in their youth. As illustrated in the Human Trafficking section, the relationship between predator and victim commonly begins with a mixture of manipulation and affection. Presumably, the latter is more pronounced in instances of domestic violence, and it is likely reasonable to assume that many or most abusers do not enter a relationship with the primary intent of abusing their significant other, unlike in the trafficker-victim relationship, where exploitation is the clear and dominant objective. Nevertheless, symptoms of the imminent abuse often begin in a similar fashion, with the offenders working to isolate their victim from loved ones, friends, and support networks.

At this point, many women are also barred from attending college courses, and from working, which deprives women of a whole host of life skills in addition to degrees and even high school diplomas.

When asked how their experiences impacted their ability to provide for themselves, respondents to the TECW's survivor survey shared the following:

*"My husband was not only abusive, but very controlling. He would not let me leave to find a job, he wanted my daughter and I to rely and depend on him."*

*"For four years, while I was with my abuser, I was not allowed to work."*

In part, this behavior limits victims from making connections with others who might interfere with an abusers hold. In a similar way, traffickers often have their victims accompanied when selling their bodies to ensure control, and frequently relocate to different locations, following demand, but also avoiding attention and regular socialization for victims.

*"My spouse has made me have to beg and plead for a way to work and have a home with my family. I was never allowed to speak to anyone, so it has been hard to do that. I was afraid of the retaliation from people. I was not allowed to have any friends."*

Controlling a woman's ability to work also controls her ability to leave or to spend money in ways that her abuser does not approve of. The following quotes from domestic violence survivors and human traffickers illustrate yet another similarity in these crimes:

Trafficking Victim: *"I give him the money to hold, but it's for us."*[61]

Traffickers: *"I had all the cash. Money is power. Hos have no power."*[62]

*"I met all their needs. I was their doctor, lawyer, manager, financial advisor."*[62]

Domestic Violence Survivors: *"My abuser took all of my money."*

*"My abuser has completely controlled my finances."*

This financial dependency creates a strong tie between victim and offender, and over time, this can contribute to deficiencies in financial literacy as well as self-doubt about the prospect of surviving alone.

*"He was the supporter and I have no means to care for my children unless depending on others."*

*"Since I have filed for divorce, it will be more difficult to make house payments and other bills."*

*"It has left me homeless."*

In some instances, victims of domestic violence also report being financially sabotaged by spouses who, for example, take out credit cards in their names without paying off balances. Whether they know about this at the time or not, testimony from one social service agency revealed that 85 percent of their clients have or discover credit card debt issues once they leave their abuser,[63] and many endure foreclosure, bankruptcy, and other expenses.

In addition to purely financial hardship, many victims of both domestic and sexual violence incur physical or psychological wounds that

have lasting fiscal impact. Extended-term care, chronic pain management, and elevated levels of surgery are among the many common results of abuse discussed in the Medical and Mental Health Services segment. During the TECW's Hearing Series, one service provider estimated that a single instance of rape can cost a victim and her community more than $150,000 over her lifetime.[25]

In most situations, however, financial dependency is only a part of the problem. Emotional attachment, a desire to work through problems, and years of low self-esteem reinforced by abuse and insults contribute significantly to a victim's sense of entrapment and dependency.

*"[I feel a] decreased belief in self. Had to worry about the situation at home and have not been able to focus on my job. Also felt that others were judging because of personal circumstances."*

*"[My] self-confidence is low and I am easily controlled by others. I went from a stay-at-home mom slowly finishing school to having to finish and start providing for my children."*

*"I have bad panic attacks, scared people are looking down on me."*

*"I love him."*

If a survivor does escape her attacker, struggles with self-doubt, anxiety, depression, Post Traumatic Stress Disorder, and other conditions are powerful inhibitors to professional and personal success.

*"Sometimes it seems easier to go back to my abuse than trying to make it on my own. Also, I would like to find a second job since the job I have now is part-time."*

*"I get stressed and don't want to do anything but sleep and cry."*

Of course, where financial and emotional dependency fall short and psychological abuse fails to maintain the offender's control, most exercise or threaten physical violence. Many survivors report that abuse escalates when they act too independently, or when it appears they might leave the offender. Threats of death, violence toward children, pets, and even suicide are often leveled at victims in desperation. Unfortunately, offenders often make good on these threats, and 75 percent of all domestic violence-related homicides occur during or shortly after a victim leaves.[16]

*"I am very fearful when I go out to try to find a job. Afraid my abuser will find me, stalk me, or hurt me."*

*"I had to leave my home and my job to find another state where I would feel safe… I am scared of being homeless and not making enough money to survive."*

Similarly, sex trafficking victims are very rarely given the opportunity to leave freely:

*"He said I can only leave in a box."*[61]

These are debilitating experiences that are often intended specifically to impair a victim's ability to be independent and successful.

The long-term implications of acute injury and illness, are only the foundation upon which a survivor must struggle to find employment, rebuild her credit, restore her self-esteem, pay off debt, find a way to trust again, relocate, overcome alienation and exhaustion, and move on with her life.

*"You're just not the same person you were before the abuse. How do you believe in men after the abuse? The lies after lies."*

## What Victimization Means for an Entire Gender

Truly, the degree of suffering that victims of abuse endure is tragic, but the sheer scale at which these crimes are perpetrated brings a new dynamic to the matter altogether.

If estimates about reporting rates are accurate, more than 240,000 instances of domestic and sexual violence were perpetrated against women and girls in Tennessee in 2012. While acknowledging that several of these crimes likely targeted the same victims, this remains a daunting annual per capita rate of 1 offense per 13 women in the state. This is particularly disturbing when considering the combined effect of years of successive victimization, and this rate of criminal behavior threatens, even to outpace estimates that one in three women will experience this type of violence in their lifetime.

From an economic perspective, this behavior is a uniquely devastating and comprehensive barrier to women as a gender, which impairs their ability to achieve economic stability, maximize their contribution to Tennessee's economy, and minimize their dependence on public assistance on a grand scale.

As a destroyer of value and potential, in this state, violence against women is even more potent by virtue of its substantial manifestation in developmental places and times in a typical woman's life: childhood, high school, college, and the early stages of her career.

The economic impact of violence against women is enduringly immense, and efforts *must* be redoubled to break the cycle of violence in this state, and to build-up those who have been torn down by these heinous acts.

***"Domestic violence and human sex trafficking erode more than just the social fabric of our families, but also the economic strength of our state."***

*-Yvonne Wood*
*Chair, Tennessee Economic Council on Women*

## The Hidden Costs of Inaction

By continuing our current stance toward violence against women, Tennesseans lose more than money. Each dollar spent working to repair is a dollar that we cannot use to build. So as we endure longer waits in emergency rooms and slowed response times from first responders due to a daily glut of domestic violence calls, we are also foregoing nearly $2.5 million *everyday* that could otherwise have gone toward medical research or to provide new equipment for police officers. As social service providers struggle to meet the needs of hundreds of women and families abused by their loved ones, they cannot commit their energies to alleviating other challenges, like homelessness.

The expense of violence is not measured in these dollars, alone, but also what we could be achieving with them in its absence. Similarly, Tennessee suffers in lost opportunities to grow from the outside.

Just as beautiful geography and cultural icons can draw businesses to our state, violence and high levels of absenteeism are a deterrent. In 2012, for example, Tennessee was known nationally for having the third highest rate of intimate partner homicides directed toward women. We cannot measure the exact impact this has, but we know that it is there and that we are paying a price because of it.

# The Economic Impact of Violence Against Women

## Law Enforcement & County Jails

Law enforcement agencies across Tennessee reported more than 64,697 VAW-related offenses in 2012, more than 59,000 of which were specifically domestic violence-related. Based on $22,492,309 in expenses reported through the TECW's VAW Survey and Hearing Series, a per-case estimate of $240 was established, representing costs like patrol response, booking, minimum offender holding, and minimum investigation. This conservative estimate was applied to the third of cases that were not directly captured by the TECW's research adding $5,239,200 in spending. **Total VAW Cost: More Than $27,731,509**

+

## The Judicial System

In addition to $4,101,121 in spending reported through the TECW's VAW Survey and Hearing Series, District Attorneys General and other legal service providers, such as Legal Aid of Tennessee, report that more than 161,263 hours of pro bono legal representation was provided to victims of VAW crimes during 2012. At a conservative valuation of $200 per hour, attorneys provided more than $32,252,600 in services at no cost. **Total VAW Cost: More Than $36,353,721**

+

## Children's Services

Approximately 40 percent of the children in the Tennessee Department of Children's Services (DCS) system have experienced or witnessed VAW crimes committed against a female. Reports from DCS agents indicate that these children require a disproportionately high level of daily care, and it is anticipated that VAW exposure exacerbates agency spending significantly. Children with this exposure are estimated to cost more than $161 million in residential placement, alone, and were likely targeted by a majority of the agency's $527,600,000 in operational spending in 2012. **No Estimate Calculable.**

+

## Medical & Mental Health Services

Because of the variety in service delivery and payment, healthcare costs were deemed to be most effectively measured by the increase in insurance premiums that VAW crimes are estimated to cause. Research indicating increased use of services was analyzed and determined to be responsible for approximately $7 per member per month in commercial health plan premiums, and $10 per member per month in TennCare, the state's Medicaid provider. The estimated cost comes from multiplying these numbers by 12 months and by the approximate number of respective care plan members according to the Tennessee Department of Insurance. It is estimated that this marginal cost in premiums is the result of successive cohorts of thousands of women experiencing high care utilization lasting 10-15 years following victimization. **Total VAW Cost: More Than $438,000,000**

## + Social Service Providers

Social service organizations provide a tremendous volume and variety of services to victims of VAW crimes. The TECW collected $24,509,569 in reported expenses through its VAW Survey and Hearing Series. This amount was spent to serve approximately 33,000 clients. After analyzing the distribution of survey respondents by client volume and cost per case, a majority of providers were found to operate within a range of $453 to $646 dollars per case. This range was applied to a single-day client volume estimate of 768 that was derived from a census of 32 related agencies in the state. The result was a conservative cost estimate ranging from $126,984,960 to $181,086,720. Please Note: though presented as a range, available information suggests that the true impact of VAW crimes on the social service sector is greater than shown here. **Total VAW Cost: More Than $181,086,720**

## + Workplace Productivity & Wages Lost

Testimony offered during the TECW's Hearing Series indicates that women who are targeted by VAW crimes tend to exhibit high levels of absenteeism and presenteeism in the work place as a direct result of their victimization. Using two available formulas for estimating the cost of absenteeism in the state provides a range of missed wages and/or work valued between $57 million and $203 million. While both could be considered conservative, there is no information available at present with which to measure actual missed work, loss of productivity, or totals spent responding to security needs in private industry. Please Note: though presented as a range, available information suggests that the true impact of VAW crimes on the private sector is greater than shown here. **Total VAW Cost: More Than $203,000,000**

## = Subtotal: $886,171,950

## Grand Total: Incalculable

# Recommendations Toward Prevention

With the ultimate mission of promoting the economic stability of women by increasing their safety and potential for growth, the Tennessee Economic Council on Women has identified the following items for consideration by policymakers and advocates across Tennessee.

## Education & Prevention

**A.** Breaking the insidious cycle of domestic and sexual violence that is passed from parent to child by abuse experienced or witnessed, must be a foremost mission of Tennessee's combined resources. Educational programs that discuss healthy and unhealthy relationships, gender (or non-gender) roles, and promote individual health in spite of victimization must be created and funded on a large scale. Efforts should be directed toward early intervention, reaching children in the community and in grade schools. Programs should continue throughout high school and college, where possible, addressing issues like date rape.

**B.** The Council and other advocates should work in line with the Tennessee Department of Human Services and others collaborating to deliver on Goal #4 (see pg. 45) of the state's human trafficking coordination and service delivery plan, to ensure that information about sexual and domestic violence is coordinated, accurate, and broadly disbursed in every region of the state.

**C.** Additionally, the Council encourages the Administration to consider how best to involve the Tennessee Department of Education, Board of Regents, and Higher Education Commission in ongoing efforts to fight these crimes, such as adding representation on the Governor's Cabinet Sub Group on Safety.

**D.** During the TECW's hearing series, testimony indicated that schools tend not to be aware of Orders of Protection and how they might impact a parent's permission to make contact with a student. Localities and school officials should explore a method by which such information can be shared in a timely fashion, to minimize the opportunity for potential illegal contact.

## Recovery-Oriented Funding

**E.** Financial literacy, job skills development, and confidence-building are just a few of the services of which survivors are in critical need. State and local efforts should be made to develop comprehensive recovery resources for survivors who are working to rebuild their lives.

## Control-Oriented Offender Counseling

**F.** Testimony and research indicate that domestic violence is a crime rooted in control. As a result, existing prevention and rehabilitation efforts directed at offenders, which tend to be directed toward the management of anger, appear to have a low rate of success. Counseling program providers and government agencies, including the Council, should collaborate in an effort to develop effective program content that addresses coercion and abuse born from a desire for control.

## Healthcare Identification

**G.** Insufficient administrative policies and the lack of an adequate means to document domestic violence-related injuries, such as through Current Procedural Terminology (CPT) Codes, put

medical providers at a disadvantage when they do identify a violent incident, because the healthcare industry does not have a coherent way to receive and retrieve that information. Testimony indicates that promulgation of these codes may help to formalize identification of violence in patients and increase detection rates. However, testimony also indicates that action must be taken by the American Medical Association at the national level to establish such codes. Healthcare officials, social service providers and other advocates, including the Council, should collaborate in an effort to encourage adoption of CPT coding relevant to VAW crimes.

**H.** Often, consistency in staff response can also contribute to the identification of abuse victims. Health care providers should consider ways in which staffing can be consistent



## Community Awareness

**I.** Efforts should be made at the local and state level to promote awareness of sex trafficking among proprietors and employees of hotels, motels, and apartment complexes. While previous efforts to establish mandatory postings about trafficking on premises have failed to be implemented at the state level, testimony from law enforcement officials suggests that such an effort could aid in curbing the trafficking of humans for sex and labor.

**J.** State and local officials, advocates, and service providers should collaborate to develop multi-lingual outreach materials to bolster awareness about domestic and sexual violence. Content should be developed with consideration for immigrant populations and non-English speaking communities in coordination with the state's trafficking coordination and service delivery plan. Additional consideration should be given to tailoring outreach specifically to urban, suburban, and rural audiences.

## Trafficking Rehabilitation

**K.** Distrust of authorities, addiction, and other factors that contribute to a minor sex trafficking victim's desire to return to their trafficker were identified in testimony as primary challenges to the prosecution of sex traffickers and to the rehabilitation of victims. Legislation should be considered at the state level that would permit authorities to detain victims under 18 for a period of 14 days or more. Frequently referred to as a "Safe Harbor" provision, this would permit advocates an opportunity to begin addressing the needs of victims who otherwise tend to elude authorities within as little as a day of being taken off of the streets.

**L.** Demand for sex is the primary enabler in the commercial sex market. Following the recent passage of laws that will significantly increase the penalty for purchasing sexual acts—especially from a minor—there remains a need to interrupt a purchaser's willingness to risk purchasing sex again. Advocates at the state and local level should collaborate to this end, possibly within the framework of the trafficking coordination and service delivery plan.

## Collaboration and Best Practices

**M.** Both locally and at the state level, law enforcement officials, medical and mental care providers, social service providers, educators, insurance providers, government officials, members of private enterprise, participants in the legal system and others should work to establish regular meetings in which community needs related to domestic and sexual violence can be identi-

fied, and prevention/response/recovery efforts can be established. Perhaps following the Family Justice Center model, every community should be coordinating in the face of these crimes, and regional efforts should be established as well, in order to share best practices and enhance coordination.

### Faith-Based Outreach

**N.** During testimony, the TECW discovered that many faith-based communities provide a wealth of services relating to violence against women, but are frequently left out of discussions on policy and community response. Local and statewide efforts should ensure that these valuable partners are involved in each facet of planning and execution.

## Recognition and Support of Ongoing Efforts

Throughout its research, the Tennessee Economic Council on Women has come into contact with dozens of Tennesseans working daily on the behalf of women. In many cases, these advocates are taking part in ongoing processes at the state and local level to improve coordination, response, and prevention around the issue of violent crimes committed against women, and the Economic Council would like to endorse and promote both their work and their aims.

I. Nashville Mayor Karl Dean recently put into action a comprehensive assessment of Nashville-Davidson County's system of response to domestic violence. A report summarizing the assessment and its findings is available at: http://www.tennessean.com/assets/pdf/DN212407925.pdf

In *Closing Safety Gaps for Domestic Violence Victims*, the Mayor's assessment team takes a stage-by-stage look at the Metro Government's policies and experiences during the periods of initial contact, arrest, charging, court, and post-court. From this study, goals were established to:

- Minimize delay and inconvenience to the victim wherever possible.
- Establish a fast track system for domestic violence cases.
- Shift the burden of prosecution toward police investigation and the District Attorney's Office rather and away from victim testimony.
- Develop a standard risk/lethality assessment tool and utilize it at each point that a victim interacts with the Metro government.
- Utilize paid advocates to assist victims in a standardized way at critical junctures of the process, and incorporation the common use of risk/lethality assessments.
- Incorporate safety mechanisms such as GPS monitoring, house arrest and expedited court dates in cases that are deemed to involve a high risk of serious bodily injury or death.
- Better integrate and share data about domestic violence between departments.
- Aggressively pursue remedies to language barriers, which impair the Metro government's ability to address the needs of several at-risk populations.
- Coordinate community response into the "one-stop" model of Family Justice Centers.

In addition to these recommendations, the assessment called for the creation of a DV Coordinator to orchestrate community response and oversee ongoing programs. The Council is happy to report that Mayor Dean has already created and filled this position and the Council encourages local leaders statewide to take advantage of this assessment.

Mayor Dean has also begun work parallel to Pat Shea, President and CEO of the YWCA of Nashville and Middle Tennessee, to begin outreach efforts directed toward men as advocates and sources of accountability. The Council looks forward to supporting these efforts.

III. Governor Haslam and Public Safety Commissioner Bill Gibbons are two of many individuals who have taken notice of domestic violence at the state level. In recognition of this problem, Governor Haslam has created a cabinet sub group on safety, of which Commissioner Gibbons is the chair, with the purpose of better coordinating state response to crimes including domestic violence and sex trafficking. In addition to the creation of this sub group and a first-ever budget appropriation directed toward domestic violence response in the social service sector, Governor Haslam has supported Family Justice Centers in Knoxville and Memphis, and his administration recently announced plans to establish three more, in Nashville, Cookeville, and Chattanooga. In line with testimony received, the Council applauds the support and proliferation of these centers, but cautions against the possible public perception that they can replace existing service networks. Presently, hundreds of victims are thought to be turned away or underserved due to shortages in resources. The Council encourages policies that will add new services to the state through these centers, without harming existing services.

IV. Also at the state level, the Tennessee Bureau of Investigation continues to lead the charge against human sex trafficking and the Council looks forward to an imminent report from the Bureau on this subject. Additionally, the Council applauds the Bureau's work with the Tennessee General Assembly to pass legislation that will be critical to the state's fight against trafficking. Moreover, the Council celebrates the work that the Bureau is doing to train more than 5,200 first responders and "first identifiers" across the state to better identify and respond to human trafficking.

V. Lastly, the Tennessee Department of Human Services recently published the results of a collaborative state effort, called for by the legislature, to create a human trafficking coordination and service delivery plan. Available at: http://www.tn.gov/humanserv/adfam/TDHS-2013-HT-Plan.pdf the plan includes six primary goals that fall in line with testimony and research collected by the TECW. The six goals are to:

1. Establish a mandatory reporting system for indentifying victims of human trafficking in Tennessee.
2. Identify community-based services and gaps in services for victims of human trafficking.
3. Develop a standardized system for assisting victims of human trafficking through the provision of information regarding benefits and services to which those victims may be entitled.
4. Establish a standardized system for coordinating the delivery of services and information concerning health care, mental health, legal services, housing, job training, education and victims' compensation funds.
5. Develop a process for preparing and disseminating educational materials and for providing training programs to increase awareness of human trafficking and the services available to victims.
6. Establish a process for transitioning human trafficking victims into permanent living situations (family and community reunification, independent living, adoption, etc.).

# Domestic Violence in Tennessee

- **The Size of the Problem**
- **Victims and Offenders in Detail**
- **Underreporting and the Psychology of Domestic Violence**

An instance or pattern of coercive, controlling behavior exhibited by a loved one or cohabitator that can include physical, emotional or psychological abuse, sexual abuse or financial abuse.

Comprising more than half of all crimes committed against persons in this state, a factor in 20 percent of divorces[16] and 37 percent of female emergency room visits,[39,40,41] and the single largest cause of non-accidental death for women in Tennessee, domestic violence is a virulent, ever-present crime with a tremendous impact on our state's economy.

Domestic violence is a criminal behavior rooted in control and fear that has been a part of everyday life for women throughout history. Unfortunately, as society has come to recognize and condemn such acts of violence in public, they've developed the protective label of a "family matter," not to be handled by a community, but by the perpetrators and their victims.

The moral and social implications of this lack of response are clear, and the hardship endured by the victims and observers of battery in the home is incalculable, but there is another cost wrapped into this crime that is often overlooked: victims, families and communities are spending and losing hundreds of millions of dollars each year in Tennessee as a result of domestic violence.

In its work studying the economic impact of violence against women, the Tennessee Economic Council on Women has revealed that, if for no other reason than our pocketbooks, ***violence is not a family matter***.

This crime impacts taxpayers and employers; it creates the need for an entire industry of service providers that could be tackling other social issues; it contributes to delays in law enforcement response and emergency care; it drains public coffers to provide many of these services; and it derails the lives of thousands of women each year who could be making significant, dynamic contributions to Tennessee's economy.

Some of us may not know one of the 25 percent of women and girls in our state who are enduring this unthinkable crime,[1] but none of us are unaffected.

**1/4** ***One fourth of all women will be the victim of domestic violence in their lifetime.***

*-National Institute of Justice & the Center for Disease Control and Prevention, 2000*

## The Size of the Problem

Domestic violence manifests itself in a wide variety of behaviors and related crimes committed against individuals and their property, including both familial abuse and intimate partner violence committed against either gender. Case information collected by the Tennessee Bureau of Investigation from law enforcement agencies across the state shows

**2012 Select Crimes in Tennessee by Incident**

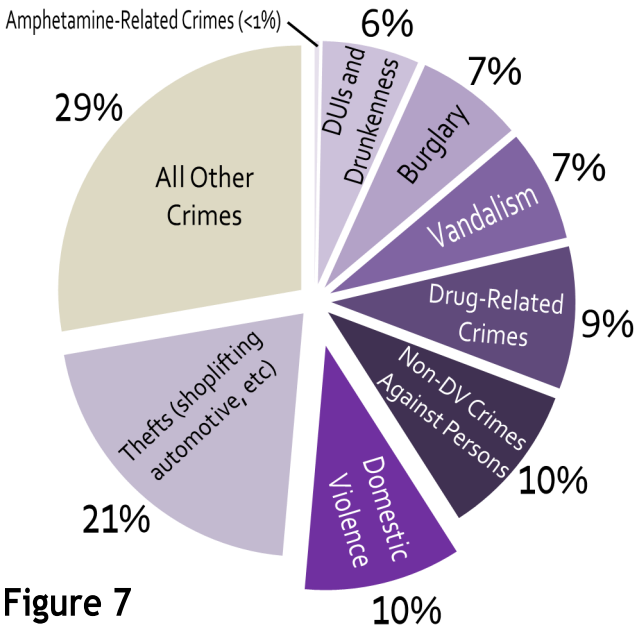



Figure 7

**10%** ***of all crimes reported in Tennessee in 2012 involved domestic violence.***

## 2012 Total and Domestic Violence-Related Crimes Committed Against Persons in Tennessee

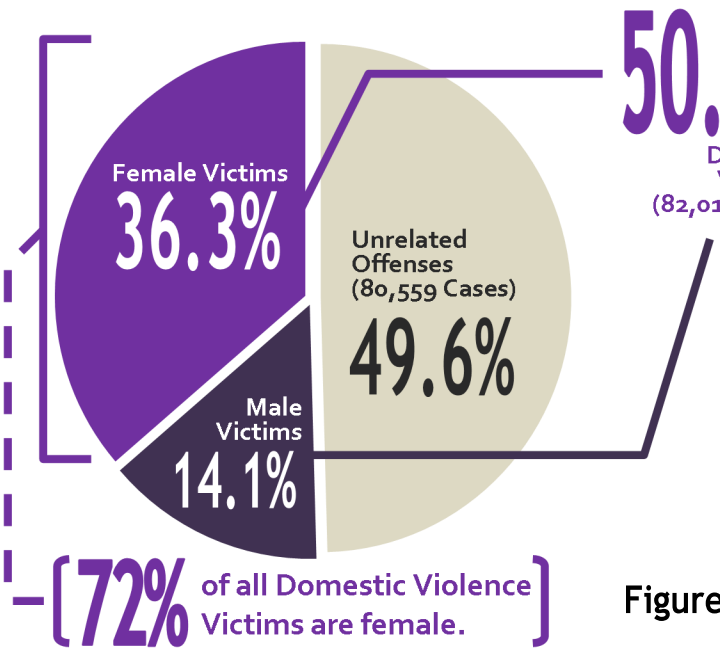



Figure 8

**Slightly more than half of the 162,570 crimes committed against a person in 2012 were related to domestic violence.[1] This category includes:**

- Murder
- Negligent Manslaughter
- Justifiable Homicide
- Aggravated and Simple Assault
- Forcible and Statutory Rape
- Sexual Assault with an Object
- Forcible Sodomy
- Forcible Fondling
- Kidnapping/Abduction
- Intimidation
- Stalking
- Incest

that domestic violence was not only a factor in more than half of all crimes reported against persons in 2012 (Figure 8), but also accounted for a full ten percent of *all* crimes reported in Tennessee (Figure 7). When compared to other categories of crime that are prominent in public discourse, such as the alcohol-related crimes of driving under the influence and public drunkenness, theft, and drug-related crimes, domestic violence was the second largest category statewide.

The prevalence of domestic violence in the spectrum of crimes committed in Tennessee is noteworthy in and of itself, but of particular significance to prevention and research efforts is the fact that these crimes targeted women and girls in nearly 72 percent of related crimes reported against persons and more than 79 percent of related crimes against property. Looking beyond TIBRS data, federal estimates suggest that the true rate at which women are targeted may be closer to 85 percent.[64]

Figure 8 illustrates this prevalence of female victims while Figure 9 reveals that of all re-

## 2012 Relative Frequency of Crimes Against Persons for Which Gender Data is Available

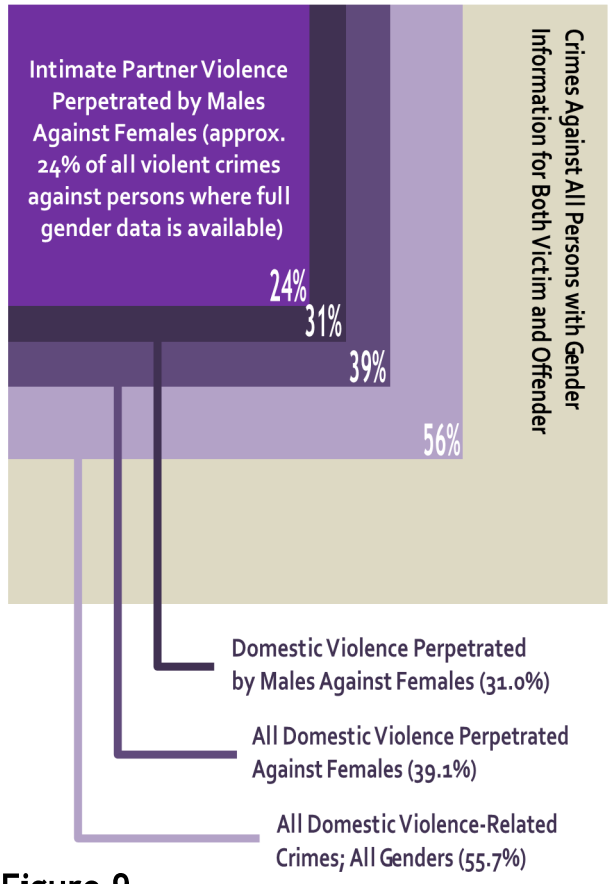



Figure 9

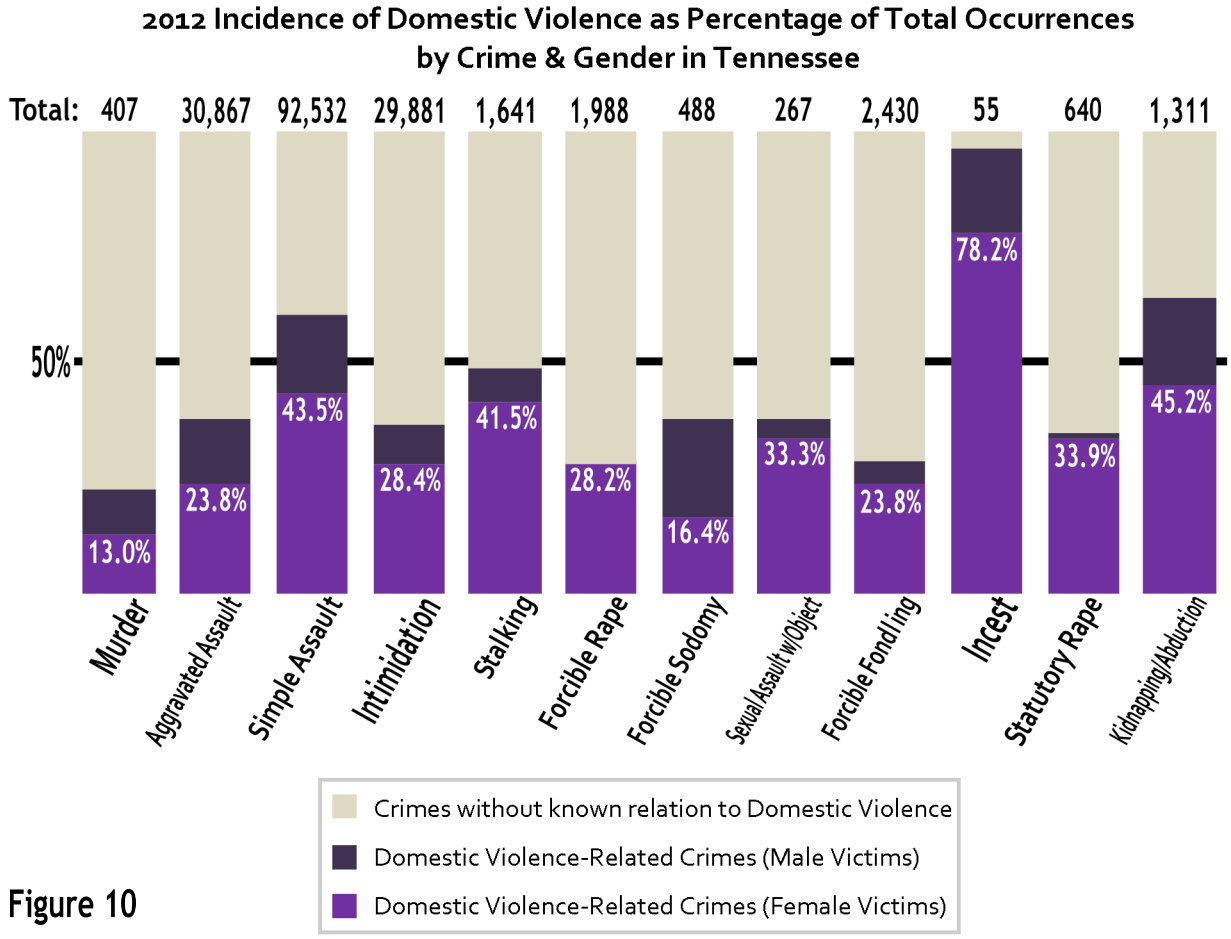



Figure 10

ported domestic violence-related crimes where gender data was available in 2012, most were perpetrated against women; of those, most were perpetrated by men; and in most cases, those men were the current or former intimate partner of the victim. In other words, intimate partner violence perpetrated by males against their female partners accounted for approximately 24 percent of all crimes against persons in 2012 and 43 percent of all domestic violence.

Figure 10 also deals with the relative frequency of victimization by gender. While males were the most common victims of forcible sodomy (56.8 percent) within the context of domestic violence, females were more likely to be the victim of each other crime in 2012. This was especially true for other sex crimes, where females were the victims in nearly all domestic violence-related instances of statutory rape, incest, forcible rape and fondling crimes.

**Rate of Reported TN Victim Being a Female by Sexual Criminal Act in the Home (2012):**

- **Forcible Rape: 99.1 percent**
- **Statutory Rape: 96.9 percent**
- **Sexual Assault w/Object: 88.1 percent**
- **Incest: 79.6 percent**

Women were also vastly more likely to be the victims of vandalism (76.8 percent), burglary (83.5 percent), robbery (92.3 percent) and various forms of theft (87.3 percent) perpetrated by a current or prior loved one, though the significance and volume of these crimes paled in comparison to other acts, with Tennessee women reporting slightly less than 3,300 crimes against their property in 2012.

Reported figures not only showed that females were the victims in a very high percentage of domestic violence-related crimes, but also, conversely, that domestic violence was present in more than 60 percent of all crimes against persons in which the victim was female.

Figure 11 reveals that this general trend rather accurately describes each of the non-sexual violent crimes considered in this group as well, though reported sexual crimes were more frequently perpetrated by acquaintances or strangers. Research and testimony gathered by the Economic Council points to the possibility that this may be the result of reporting behaviors rather than actual occurrence, however, with some estimates pinning reported intimate partner rape as low as 20 percent of the actual rate.[45] As the next section will discuss, many of these crimes are considered less likely to be reported if committed by a loved one than by a stranger.

Both overall and as a component of domestic violence, simple assault was by far the most common form of violence committed against females. This was also the most common crime committed against males, but males were less likely to be assaulted by a loved one, at the lower rate of 44 percent. In fact, for males, only incest (91 percent) and abduction (55 percent) were more likely to be perpetrated by a family member than an acquaintance or stranger.

In a recent study utilizing 2010 figures, the U.S. Violence Policy Center notably ranked Tennessee third in the nation by the total rate of women murdered by men. This followed two years in 5th place, which reflected a relative worsening in the statistic from 12th, 9th and 10th, in years prior. It should be noted that murder rates from 2013 appear to reflect a decrease from 2010, but a national comparison is not yet available.

**2012 Incidence of Domestic Violence Among Total Crimes Committed Against Females**

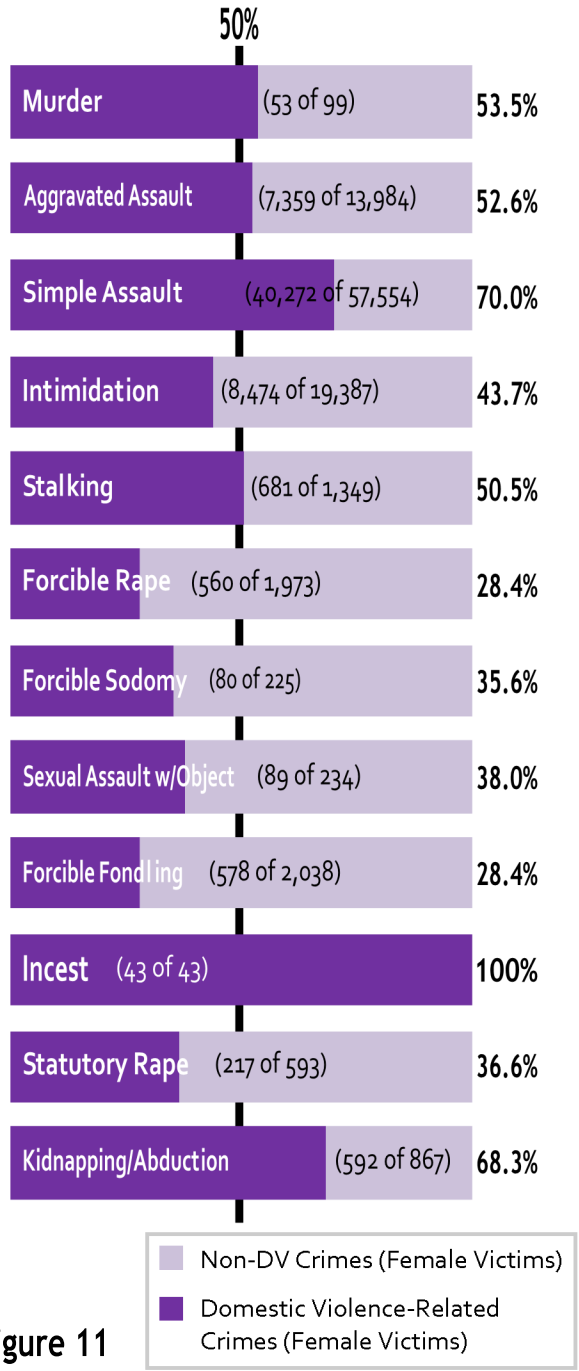



Figure 11

**60%** ***Domestic violence accounted for more than 60 percent of the personal crimes committed against Tennessee women in 2012.***

DOMESTIC VIOLENCE

In recent years, the number of domestic violence-related crimes reported has remained steady, while the rate of crimes committed as a function of victim population has decreased slowly.

As Figure 12 shows, the number of domestic violence incidents reported against persons (excluding the relatively small number of crimes against property) has vacillated above 80,000 annually. Of those crimes, females have been the victims in approximately 60,000 cases each year, and males have been the perpetrator in more than 50,000, annually. In good news, 2012 saw the fewest of each category of crime reported in the previous eight years, though in his testimony at the TECW's Memphis Hearing, Tennessee Public Safety Commissioner Bill Gibbons expressed the need for cautious optimism about a decline in reported offenses that continued into the first half of 2013.

While the real numbers reported have remained somewhat steady, they have been outpaced by growth in the overall and female populations in Tennessee and the per capita rates have generally decreased in recent years, though modestly. In 2012, nearly 13 offenses were reported per 1,000 Tennesseans, down from 14 in 2005. When considering the number of crimes committed against females, slightly less than 18 were reported per 1,000 females in the state in 2012, and 15.5 per 1,000 were perpetrated by a male against a female. These were down from 20.4 and 18.5 in 2005, respectively.

**2005-2012 Total Incidence of Select Domestic Violence Types and Incidence Per 1,000 Individuals**


Figure 12

## Victims and Offenders in Detail

While domestic violence knows no regional, social, racial, or economic boundaries, some victim characteristics do tend to correspond with incident rates while others make advocacy and service delivery more difficult.

As examples:

- More than three-fifths of reported acts of domestic violence in 2012 targeted women ages 18 to 35.[45]
- One in five domestic violence programs responding to a statewide census reported that they were understaffed and underfunded with regard to serving non-English-speaking immigrant populations.[46]
- Language barriers enhance the isolation that is typical of domestic violence and can re-victimize children by necessitating that they translate information between victims and advocates.
- Pregnant women and new mothers often experience higher rates of domestic violence than other women.

Additionally, while actual victimization rates are understood to be comparable across most demographic measures, variances in reporting rates may be a useful tool to better understanding how domestic violence manifests in different environments.

### Victims By Race and Income

A recent analysis of race breakdown revealed that White victims were consistently the race majority in Tennessee for all offenses between 2009 and 2011, and accounted for as much as eighty percent of victims for the following offenses: Sexual Assault with an Object (88.1%), Incest (78.1%), and Statutory Rape (74.6%). Overall, victims were White in more than 58 percent of cases during this period. Of all victims, 72 percent were female, according to The TBI's "Tennessee Domestic Violence Report 2009-2011."

Unfortunately, these figures, alone, may paint a more optimistic picture for African American women than is appropriate. While the majority of victims in Tennessee are White women, they also outnumber African American women approximately five-to-one. This means that African American women were nearly five times as likely as their White peers to be identified in a reported incident as the victim of domestic violence in 2012. However, several variables such as community size, sophistication of law enforcement, household income and the availability of support resources are certain to impact the rate at which these crimes were reported; making it impossible to accurately compare by race alone.

Social service officials report that moderate- and upper-income women are less apt to report domestic violence than lower income females. Anecdotal experience indicates that upper income women, in particular, are better equipped to seek out a friend, a relative or take an unexpected vacation. As a result, this violence is rarely reported and intervention is difficult for this group.

The prevailing wisdom among experts is that lower income women are more often forced to seek immediate help from law enforcement and other authorities because their support networks and resources are less robust. In Tennessee, African American and Hispanic women are more than twice as likely to live below the poverty level as White women. This, alone, begins to call into question the disparity between existing and re-

ported incidences of domestic violence among women of different races.

Perhaps more than income, location likely plays a factor in the rate of reporting. In Tennessee, the majority of African Americans live in urban areas. Cities often house a larger frequency of social service entities than rural communities and tend to have larger, more specialized law enforcement agencies that may even include domestic violence units. Surrounded by a higher density of services, outreach programs and legal authorities, it is understood that victims in an urban area are considerably more likely to report violence committed against them.

Of course, cultural norms likely play a role in reporting rates as well. Domestic violence is still frequently treated as a "family matter." Beyond, the practical challenges of escaping a violent home, many communities and victims themselves assume a stigma about domestic violence that can further deter reporting. The "small town" feel of many rural settings, in which members of the community know a great deal of detail about one another is often cited as a deterrent to reporting.

When considered in detail, these variables begin to expose the possibility that the largest disparity between White and Black women is not the incidence of violence, but the rate of reporting. Alternative explanations include, for example, the possibility that many of these crimes occur in communities where public outreach cannot penetrate.

## Underreporting and the Psychology of Domestic Violence

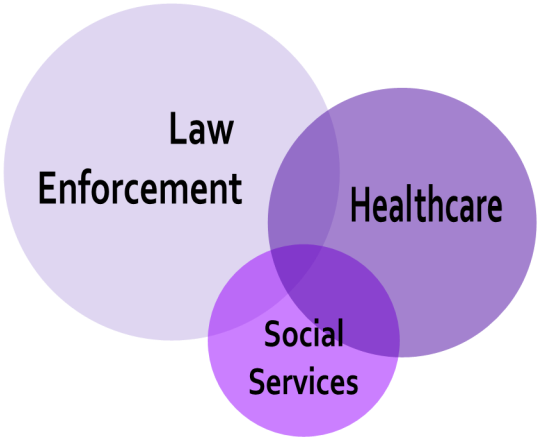
Both in Tennessee and nationwide, domestic violence is understood to be chronically underreported. Testimony received by the TECW from advocates and authorities close to the issue agree that reported numbers are insufficient to describe the reality of domestic violence.

A 2000 study by the National Institute of Justice and the Center for Disease Control and Prevention supports this testimony, estimating that only 25 percent of all instances of physical abuse, 20 percent of all rapes, and 50 percent of all stalkings perpetrated against women by intimate partners are brought to the attention of legal authorities. According to these sobering estimates, the incidence of physical abuse committed against women by their intimate partners in 2012 may have reached 136,280 cases. If accurate, this exceeds the number of *all* physical assault cases reported in 2012 regardless of gender or victim-to-offender relationship: 123,339; and dwarfs the number of reported cases thought to be unrelated to domestic violence: 51,861.

While underreporting by victims is the greatest obstacle to assessing the full impact of domestic violence crimes, calculations are further obfuscated by the fact that when victims do seek assistance, they may receive it from one or more different entities depending on availability, severity of an injury, the type of violence and so on.

Testimony indicates that, because of this, first-responders rarely see the full picture around a victim in the course of their work. During the Council's VAW Hearing in Nashville, Marilyn Dubree, Executive Chief Nursing Officer at Vanderbilt University Medical Center, described law enforcement officials, health care and social service providers as "looking at this issue through a straw." Overall testimony concluded that many victims *do* receive overlapping services, but it is unclear exactly how often.

**Initial Victim Services Sometimes Overlap**




Regardless of the perspective, information available indicates that this lack of insight very likely leads to further underreporting rather than over-reporting. The medical profession, in particular, identifies only a small number of declared victims.

"We are doing a poor job of tracking these crimes," says Tessa Proffitt, Forensic Services Coordinator for Johnson City Medical Center. Unlike placing a call to the police, visiting an emergency room does not require an explanation of preceding events, and it is often difficult for medical professionals to gather such information. This happens for many reasons, but most research and testimony implicates three general causes:

1. Perpetrators frequently accompany victims to the hospital in order to control their victims' interaction with providers, who are often inadequately trained to improvise a way to discuss the cause of injury in private.

2. Embarrassment, shame, fear of reprisal after reporting, or concern about a family's breadwinner being jailed are a few of many reasons why a victim might be independently hesitant to report a violent incident, event without an abuser present.

3. Insufficient administrative policies and the lack of an adequate means to document domestic violence-related injuries, such as through Current Procedural Terminology (CPT) Codes, put medical providers at a disadvantage when they do identify a violent incident, because the healthcare industry does not have a coherent way to receive and retrieve that information.

"These are events in a woman's life that they are often reluctant to discuss," added Proffitt at the Johnson City VAW Hearing. "As nurses, it grows apparent with experience the combinations of injuries that often point to a crime like domestic violence, but there is a great deal of education, training and policy-making to create an environment in which a victim is able and willing to speak out," echoing the testimony of many throughout the state.

Conversely, a National Crime Victimization Survey performed from 1992-96 found that approximately half of female victims who reported an act of domestic violence also reported an injury, but only one-fifth sought medical assistance.

Unfortunately, these elements all combine to make it very difficult to track the number of victims of domestic violence who pass through emergency room doors, but the response from health officials across the state was unanimous: too many.

# Human Sex Trafficking in Tennessee

- **Emerging Awareness and the Victimization of Minors**
- **The Lucrative Business of Human Sex Trafficking**
  - *"How Women Are Lured Into Selling Their Bodies for Sex"*
- **Victims as Traffickers**
- **Where We Are: Human Sex Trafficking**

A for-profit sex act (i.e. prostitution) that is induced by force, fraud, or coercion; or in which the person performing such an act is under the age of 18 years.



Human Sex Trafficking, or sex slavery, is mired in misconceptions about the identity and motivation of its victims as well as its frequency and the lifestyles that most "participants" live. For many, expectations of the sex trade are informed by dramatizations in the entertainment world that depict adult women who make the choice to become a prostitute or fall into it through series of poor decisions. Others might be aware of vague references to seemingly "benign," legal prostitution in Europe, or the frequency of child prostitution in far-off Southeast Asia. Closer to home, instances of prostitution reported by media seem limited to urban regions, and most popular references to pimps come in a neutral, comedic, or even positive light, and reinforce a strong association with African American men. What's more, many Tennesseans expect that, because there are not prostitutes standing at their street corner or staffing suspect massage parlors, sex trafficking must not exist in their community.

Unfortunately, recent work by the Tennessee Bureau of Investigation and advocacy groups across the state reveals that these expectations are anything but accurate. The truths about human sex trafficking in Tennessee—specifically regarding female victims under 18—are both surprising and horrific.

## Emerging Awareness and the Victimization of Minors

A 2011 report by the Tennessee Bureau of Investigation (TBI) survey hundreds of law enforcement officials about crimes committed in the previous 24 months. Though results of that survey remain limited due to the voluntary nature of the survey and other challenges relating to identification and case tracking, the outcome was jarring: between 5,192 and 9,780 human trafficking cases were *reported* to the TBI (based on responses which included ranges), and between 2,449 and 4,720 of the cases during the two-year period included one or more *minors*.[21] Notably, these are only the cases that came to the attention of authorities.

Figures 13 and 14 (opposite) display the range of cases reported from all agencies within each county, bringing to the fore three important revelations about this type of crime, which is considered to be one of the largest and fastest growing criminal activities in the world, among drug and arms dealing:

**(1) In nearly every county where adults were trafficked, minors were victimized as well, and in near-equal numbers overall.**

While estimates vary nationally and internationally, officials from End Slavery Tennessee has testified that 85 percent of all human trafficking victims in the United States are female, and confirms that approximately half or more are minors.[65] According to these estimates and baseline TBI figures reported, minimum statewide annual estimates for sex trafficking range as follows (note: responses were provided in the form of numerical ranges):[21]

| TN: Min. Estimated Annual Sex Trafficking Figures | |
|---|---|
| **Reported Annual Cases** | **2,596 to 4,890** |
| Estimated; Cases With Adult Female Victim(s): | 1,166 to 2,150 |
| Estimated; Cases With Minor Female Victim(s) Ages 13-17: | 1,041 to 2,006 |
| Est. # of New Minor Female Runaways Victimized Annually: | Approx. 1,000 |

These figures are presumed to significantly underestimate the true volume of criminal activity. They also support research indicating that *the average age for girls to enter into prostitution is between 12 and 14 years old*,

and that they will spend an average of four to five years enslaved.[21,64] As indicated, one of the most common launch-points for a young girl to do so is as a runaway or "throw-away." In a study of 3,051 females between ages 13 and 17 who ran away from home in 2009, the TBI estimates that at least one in three were exploited and compelled to engage in commercial sexual exploitation and references federal research indicating that contact was likely made by a pimp or other trafficking agent within just 48 hours of leaving home.[66]

**(2) human sex trafficking is not limited to a small number of hubs in the state, it is present in high volume in dozens of counties statewide.**

While case volume is significantly increased in high-population counties like Shelby, Davidson, Coffee and Knox, reported more than 100 cases involving a minor, 9 other, significantly smaller counties reported between 26 and 100 such cases, and 22 reported between 6 and 25.[21]

Similarly, Shelby, Madison, Lawrence, Davidson, Coffee, Franklin, Hamilton, and Knox counties all reported more than 100 cases of adult human sex trafficking while 13 other counties reported between 26 and 100 cases, 18 reported six to 25.[21]

This dispersion is particularly relevant because it highlights the mobility and elusiveness of this crime. As will be discussed fur-

Minor Sex Trafficking in Tennessee By Cases Reported in TBI Study

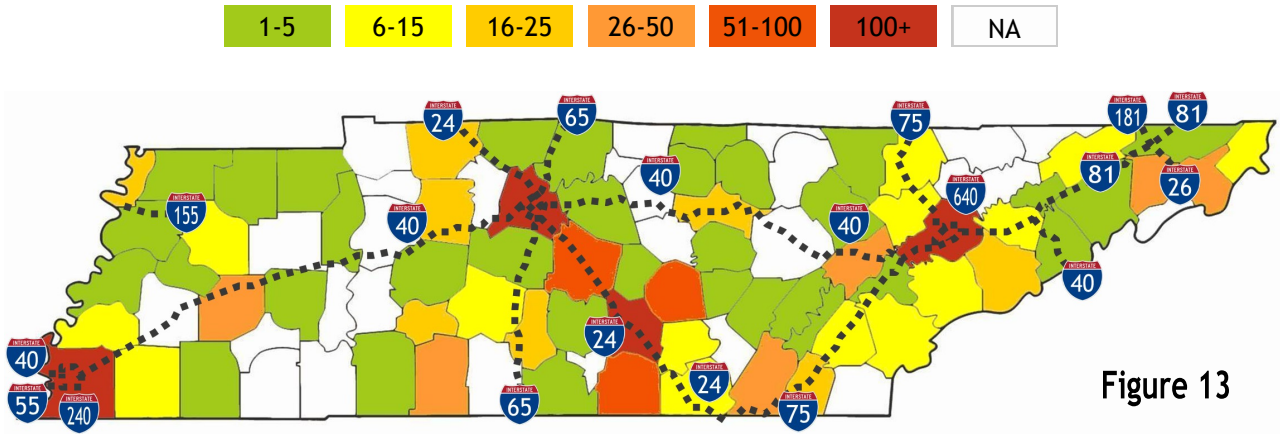



Figure 13

Adult Sex Trafficking in Tennessee By Cases Reported in TBI Study

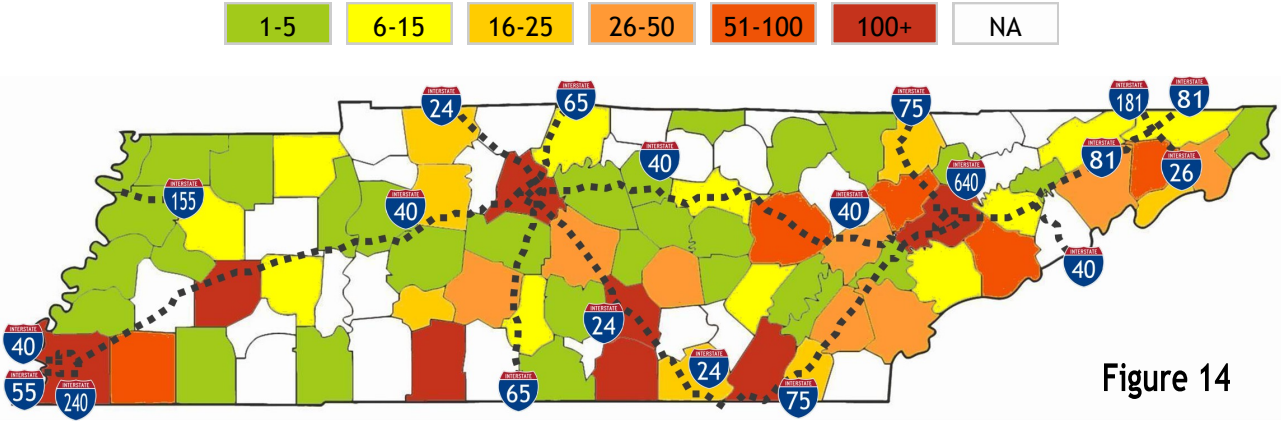



Figure 14

ther in the following section, victims of human sex trafficking are frequently—though not always—displaced and isolated from their home environment, and are increasingly likely to be sold over the internet rather than in person. These practices have many purposes, but one effect is that stopping these crimes now requires more coordination between local authorities than ever before.

### (3) Sex trafficking is frequent in both urban and rural counties.

Eighty-two percent (78) of Tennessee's 95 counties reported to the TBI at least one case of sex trafficking during 2009 or 2010, and 72 percent (68) reported at least one case of minor human sex trafficking.[21] This echoes the previous point, but also highlights the assessment of advocates statewide that this crime is neither reliant on a population of foreign-born victims nor specific to urban areas.[65]

However, while this activity *does* happen in all types of communities, experts say that it often manifests differently depending on the environment.

Testimony offered by Assistant Special Agent In Charge Margie Quin of the Tennessee Bureau of Investigation notes that the traditional forms of prostitution involving women and girls selling themselves on the street persists in urban communities—though research indicates that this is likely no longer the most common method, even in urban areas[67]—but sex trafficking cases in rural areas are relatively more likely to involve closer social connections, and even familial relationships between victims and their traffickers. During her testimony, Agent Quin displayed the following quote from Coffee County characterizing a recent sex trafficking case:

*"A father who was abusing his daughters and then letting his friends participate for a fee."*[68]

The close-knit nature of smaller communities is seen by some as an additional obstacle to prevention and prosecution. A different respondent to the TBI study, from Lake County, was quoted recalling a local case:

*"Approximately 4 years ago we successfully prosecuted a young adult for having sex with four minor girls, he was suspected of procuring these girls for prostitution. This is a rural community, kids talk, adults talk, (and) families of the victims seemed displeased because of the stigma. I believe that this makes it harder to prosecute in rural areas."*[21]

***"We often think of human sex trafficking as something that happens somewhere else or with other people, but this is happening right here in Tennessee and the majority of the victims are young girls born in Tennessee."***

*-Assistant Special Agent In Charge Margie Quin*
*Tennessee Bureau of Investigation*

## The Lucrative Business of Human Sex Trafficking

"The world's oldest profession" has evolved significantly with transportation and information technology, and its modern-day incarnation is as insidious, harmful and profitable as ever. Set apart from many of the crimes that victimize women by its substantial and growing place in the informal economy, or "black market," it can be helpful to inspect human sex trafficking from an economic perspective.

Fundamentally, sex trafficking is an industry that reflects any other: it is dependent on a significant 'demand' for sex acts, an available 'supply' of women and children who can be forced into providing these acts, and 'producers' with the means to connect the two for a gain via several venues or 'marketplaces.'

### Demand: Commercial Sex Purchasers

While most attention in decades past has been placed on detecting and curbing the actions of those providing sex acts for profit and those orchestrating transactions, relatively little has been done to decrease demand by influencing the behavior of purchasers, or "johns." In Tennessee and around the world, purchasing sex has long been considered a minor offense despite the fact that demand arguably plays the defining role in this market. As Operation Broken Silence and End Slavery Tennessee put it in their 2012 review of the online commercial sex industry:

*"Prostitution exists because there is a demand for it. If johns were not buying commercial sex, there would be no reason for a supply of it to exist. Because this demand does exist, however, individuals will be voluntarily or forcefully sold for commercial sex."*[69]

Many societal advancements that would otherwise seem benign have served to grow demand and make this crime the size that it is. Innovations like the interstate system, for example, have made it easier for traffickers to export or import individuals to regions with excess demand as well as to evade authorities, isolate captives, and directly access a transient source of demand in travelers and professional drivers. Developments in local ad sections and periodicals have also contributed to its growth by enhancing the ability to automate and communicate about transactions, but the most dynamic adjustment in the way human sex trafficking operates to-date likely results from the advent of the internet.[66]

Through anonymous means, many modern consumers of sex are able to shop for victims of a specific age, race, body type, gender, price, or other factors from the comfort and relative safety of their computer. Not only does this incentivize johns by enhancing the value of the service that they receive by providing a more tailored encounter; it is also likely to expand the number of individuals willing to pay for sex by eliminating the cost, risk, and discomfort of searching for and soliciting services in public. Additionally, and perhaps most importantly, the internet significantly expands the operational territory of any consumer, producer, or provider/victim by creating easy access to a common medium and advancing a perpetual marketplace in which specialized language and behaviors can be developed and best practices can be discretely—though likely not deliberately—observed and shared.

It is a testament to the lack of information and action around this issue that several hubs of this common market are known to the public, but have been or continue to be used for both regular and illicit purposes on a daily

basis. The most familiar of these is probably the former Adult Services—previously titled "Erotic Services"—section of Craigslist.com, which was removed from the site in September, 2010 in response to extensive pressure from the Attorneys General of 17 states, including Tennessee.[70] Another prominent example is Ebay.com, which temporarily closed U.S. access to its Spanish subsidiary, Loquo.com, in 2010, after related pressure brought attention to auctioned sex acts facilitated by the site's bidding format.[71] Unfortunately, these closures do more to relocate online activity than to curb it, and sex continues to be sold all over the internet and all over the state—including in the public light. An ongoing example of this is Backpage.com, which has resisted efforts to eliminate its adult classifieds site and spurred studies in 2011 and 2012 by Operation Broken Silence and End Slavery Tennessee.

In two similar reports, Backpage's Nashville- and Memphis-area adult sections were monitored for three months and the contents of ads posted by or about a female were analyzed. During the study windows, analysts detected 2,051 unique posts in Nashville[69] and 1,952 in Memphis[72] that were advertising sex for sale—approximately 22 new posts in each city each day, on just one website.

*(It is noteworthy that these 4,000 posts are not only a mere portion of the internet market for commercial sex in these cities, but also do not include traditional forms of trafficking facilitated by massage parlors, brothels, pedestrian solicitation, and print media.)*

In the posts, the average age publicly listed for provider/victims ranged from 23.8 to 25.4 years of age, but Operation Broken Silence and End Slavery Tennessee indicate that "victims younger than 18 are not uncommon to Backpage," and if it appeared during the analysis that an advertised person was being held against their will, or could be a minor, local authorities were contacted and alerted to the post.[69] Referencing this frequent inaccuracy, the authors note that a purchaser of prostitution may not be aware that he is purchasing a child for sex. It is also feasible to imagine that he might be uncertain of any coercion, but in its 2011 report, the TBI draws attention to a 2009 study in which more than half of the men interviewed, who previously paid for sex with a prostitute, were aware or suspicious of some degree of physical, emotional, or economic coercion, but did not express remorse or deterrence as a result.[21,73]

> ***"No amount of money...can justify the scourge of illegal prostitution and the suffering of the women and children who will continue to be victimized in the market and trafficking provided by Craigslist."***
>
> *-An open letter from 17 US Attorneys General to Craigslist CEO Jim Buckmaster, August 24, 2010[70]*

Notable for its connection to other topics in this study, the same report draws connections between the purchase of commercial sex acts and a higher propensity for sexually aggressive acts; and reports that having many sexual partners, as is frequent for johns, is associated with acceptance of violence against women.[73] Another study found that the small number of purchasers who admitted to threatening or using violence to get sex from non-prostitutes were also frequent purchasers of sex, and were likely to have been abused physically or sexually as a child, among other indicators.[74]

Sex consumers are also thought by some to be less likely to be married than non-consumers, less likely to be happily married,

and more likely to be unhappy in general,[74] but there remains an ongoing dialogue about motivations and commonalities among sex consumers. Even estimates of participation in the commercial sex market vary hugely among available U.S. studies: from as low as 16 percent to as high as 80 percent.

Regardless of the diversity or specific character of individual sex consumers, certain laws and policies can affect them as a whole and influence their ability to participate in the market. Laws that penalize their participation in a common market provide unique opportunities for society to influence the situation in ways that are not available outside of a market.

Two such laws were passed in Tennessee during the 2013 legislative session, which significantly increase the risk to johns by removing the defense of ignorance or mistake of fact regarding the age of a victim who is a minor, and by, most notably, by including the purchase of a sex act in the list of activities that constitute the criminal act of human sex trafficking: a Class A or B felony.

As shown in Figure 15, below, these laws will not only conform to society's developing sense of justice around this issue; many believe it will have the effect of decreasing demand, decreasing the quantity of sex acts sold, and the number of women and children victimized by the sex industry.

The point "E1" symbolizes the price and quantity levels at which current supply "S" and demand for sex acts "D1" meet. Punitive laws are thought to decrease overall demand by adding additional risk, which moves the demand curve left, creating "D2." This cre-

**Potential Impact of Laws Penalizing Johns on the Quantity of Sex Acts Sold in Tennessee**

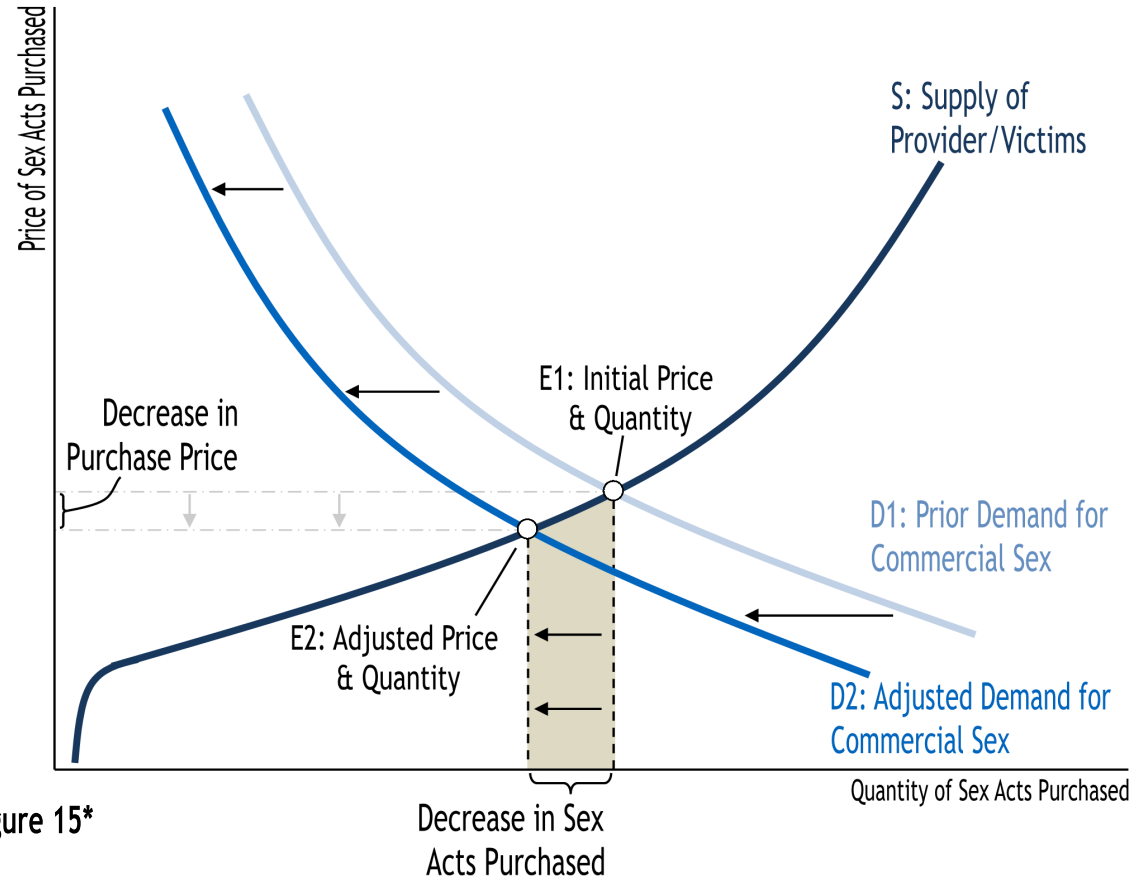



Figure 15*

*This simulation treats commercial sex acts as a commodity with a low price elasticity of supply at low quantities to represent the likelihood that a minimal population of provider/victims may always participate in the market for lack of better perceived alternatives.

ates a surplus in supply and, barring any further changes to how sex acts are provided on the supply side, should result in the market finding a new point at which to operate: "E2," where fewer acts, and hopefully fewer victims, are involved (the shift in quantity levels is highlighted by the tan area).

It should be noted that the market for sex acts is likely less predictable than legal markets because information and transactions are frequently hidden from observers. Views of the industry and whether it more accurately reflects a commodity (service sold) or a form of labor (hours worked) also differ because of the variety of methods employed and the spectrum of circumstances, motivation and coercion that influences provider/victims. Even understandings of how supply and demand respond to changes in price or risk vary, though prevailing opinion seems to endorse demand-oriented policies to produce results in the short-term. Author and activist Siddharth Kara pointed to this opportunity in a 2010 article:

*"[The] massive supply-side drivers of the global sex trafficking industry [such as flight from an abuser in the home] will require considerable, long-term efforts to redress. However, we do not have to rely on supply-side measures alone to severely impact, if not virtually abolish sex trafficking.... Remember, for any industry to survive, it requires two forces: supply and demand. Fortunately, the demand-side of this industry is vulnerable to disruption."*[59]

### Producers: Traffickers and "Pimps"

In addition to the consumer demand for sex, which creates the market, the desire for profit by pimps and traffickers is a foremost driver of the commercial sex industry.

As has been stated, human trafficking is among the most prolific types of crime across the globe, and its immense potential for profit attracts perpetrators from a variety of backgrounds ranging from international smugglers and organized crime, to domestic networks of traffickers and gangs, local pimps and even the parents, siblings and intimate partners of provider/victims.

Notably, the Federal Bureau of Investigation recognizes organized crime groups from Eurasia, Southeast Asia, Italy, and the Balkans as being especially involved in the smuggling of humans for labor and for sex,[75] and Tennessee authorities have detected an increasing prevalence of gang-related prostitution.[21] As a result of this growing association, the Tennessee General Assembly passed legislation this year linking sex trafficking offenses to statutes concerning organized crime and gang offenses.[68]

Our awareness of trafficking in this state remains incomplete, but just as Tennessee is on the cusp of having a database of information about sex trafficking crimes, it will soon have more information about the traffickers and pimps that operate in Tennessee. In the meantime, local case experience and focused studies on the subject of pimps and traffickers remain the most accurate sources of information about the predators in our state.

Before moving forward, it should be understood that, while "trafficker" and "pimp" have two traditional definitions that conjure separate images in the minds of most Americans, this distinction is crumbling as we learn more about the actions and experiences of those involved in the sex industry. Traffickers are thought to operate across borders, as in the illegal gun and drug markets, and a focus is put on their mobility as well as the use of force, fraud, or coercion to elicit the desired behavior from their captives. Pimps, on

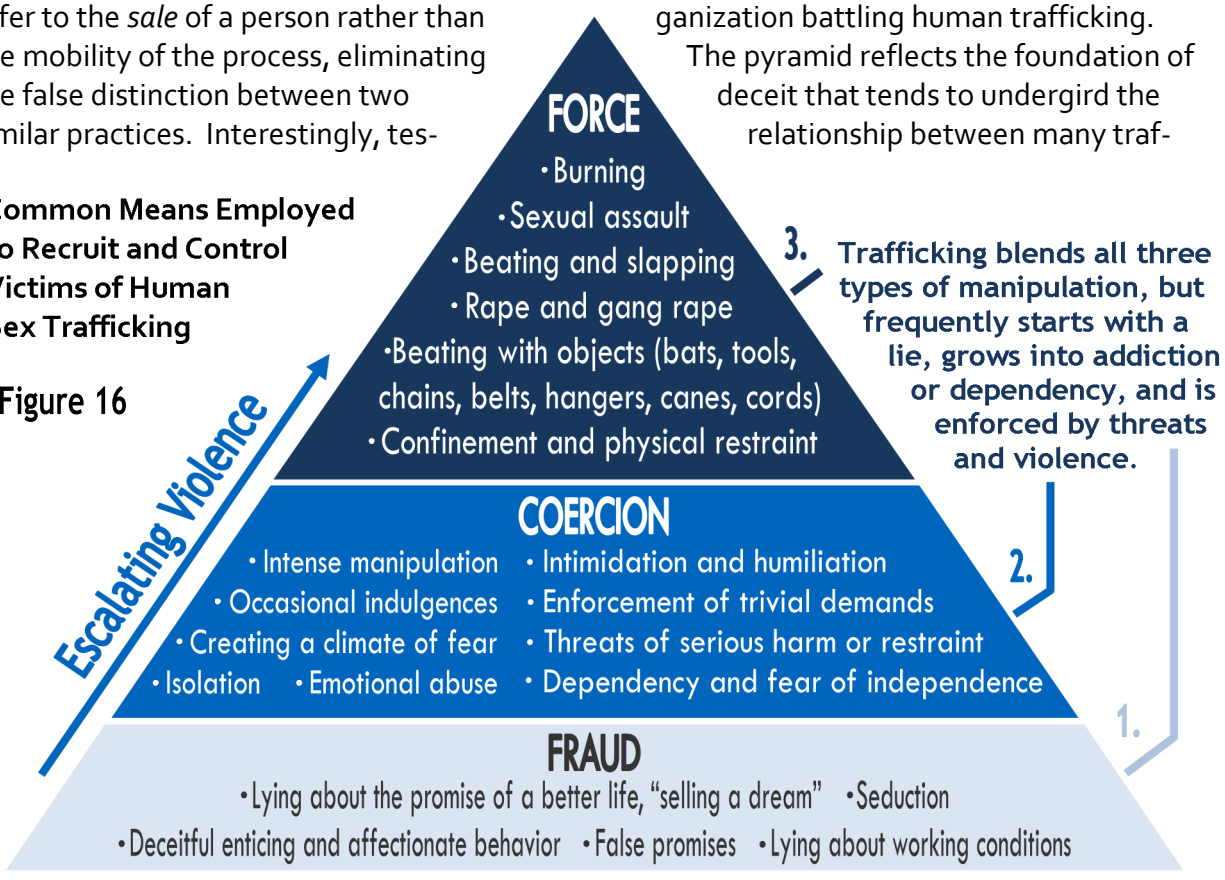
the other hand, have been popularized in our nation; they are believed by many to behave more benevolently toward their victims, who are frequently assumed to have consented to their prostitution. These images also reflect the assumptions that we have about "sex trafficking" and "prostitution" as a whole, but there is an emerging awareness that these activities, their perpetrators, and their victims are one in the same. Linked to this is the developing belief that a prostitute is very rarely, if ever, consenting or able to offer consent based on the implicit elements of manipulation and coercion that are present in their recruitment.

Throughout the TECW's hearing series, TBI Agent Margie Quin pointed out that the term "trafficking" creates a false distinction because of the common misunderstanding that this applies only to inter-state or international transport. Today, law enforcement officials and the legal system use the term to refer to the *sale* of a person rather than the mobility of the process, eliminating the false distinction between two similar practices. Interestingly, testimony and research indicate that the lines between the two are increasingly blurred even when considering mobility, as many of the practices that we assume to be local often involve victims that are from another neighborhood, state, or region, and are frequently relocated. In short, "pimps" *are* human sex traffickers, who employ many of the same methods to commit many of the same crimes against women and children who are coerced into selling their bodies primarily for the profit of their controllers. While further distinction may be useful in certain study or investigations, there is little meaningful distinction between the two terms with regard to general motivations of a trafficker/pimp or their interaction with their victims.

Studies show that said interaction generally takes the form of force, coercion, and fraud. Figure 16 displays many of the most common tools of the trafficker, drawn largely from The Polaris Project, a Washington DC-based organization battling human trafficking. The pyramid reflects the foundation of deceit that tends to undergird the relationship between many traf-

**Common Means Employed to Recruit and Control Victims of Human Sex Trafficking**

Figure 16



fickers and their prey—though lies are not always employed, if overwhelming force could more easily be applied or a substance addiction could be exploited.

## *How Women Are Lured Into Selling Their Bodies for Sex*

The *UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children* (UN TIP Protocol) usefully breaks trafficking down into three parts: the (1) Act, (2) Means, and (3) Purpose.[76]

The initial 'Act' refers to recruitment, transportation, or other actions involved in obtaining a victim to be used for sex. Traffickers primarily target young women and girls who appear to be homeless, in poverty, disowned, or otherwise in need and without a support system. Cross-border trafficking may also exploit a victim's desire to leave their region. In an interview with DePaul researchers, a Chicago trafficker described his targets as:

***"Girls who ran away from home or were put out by their parents. Ladies who were pretty but were on welfare, drop outs, you know you can smell the desperation. If she is hungry, she will go."***[62]

It is typical for victims to be identified on the streets, but group homes, shelters and other respites for youth and women with nowhere to go can be fertile ground for traffickers or agent-victims who would recruit their peers.[35] Once the trafficker or an agent working on their behalf makes contact, the victim will most likely be misled into trusting and leaving with the trafficker. Frequently, drugs or alcohol are already a vulnerability of the target, and if they are not, it is common for a trafficker to use them to facilitate bonding and even seduction. As compliments, nurturing and generosity engender trust and affection between victim and trafficker, forced or voluntary substance abuse often creates a parallel dependence. Importantly, this process of acquiring a prospective sex trafficking victim is both inexpensive and low-risk.

In most stories, this tranquil stage ends quickly and abruptly with the first of many forced sexual encounters. The interaction between trafficker and victim often continues to involve lies, but the methods employed almost always expand to include escalating violence. The continued use of force, fraud and coercion, be it physical, emotional, or financial, represents the 'Means' referenced in the second element of trafficking according to the UN TIP Protocol.

No matter the details, this generally leads to a very lucrative period of manipulation and exploitation that can last for years and net a trafficker tens, or even hundreds, of thousands of dollars per victim annually. As the Protocol eludes, this profit was always the trafficker's 'Purpose' in befriending the victim.

Once successfully drawn in and made dependent, traffickers use ongoing violence and manipulation to force victims to engage in sex for money. This practice takes many forms for victims, such as walking city streets, making house calls to Johns via internet postings or escort services, or receiving customers over the span of hours or days while confined by their controller to a hotel room.

Again, each of these scenarios involves minimal expense and risk for traffickers, who are

rarely onsite and may not even interact with victims or their purchasers during high-risk periods. In fact, it is somewhat common for lower-level perpetrators to work on behalf of a trafficker or for victims to be "elevated" to function as a pass-through for such tasks. According to a 2012 UN report, when women and girls are made a part of the operational structure of trafficking, they are frequently utilized to collect money from clients, control and recruit other victims, secure lodging, escort and transport victims, and provide forged documents on behalf of their controller.[77] It is conceivable that this may even engender greater loyalty from the elevated victim while simultaneously subjecting her to the majority of risk. Notably, this activity exposes women to prosecution for participating in the very crimes by which they, themselves, were victimized.

With little overhead cost and numerous inexpensive ways to mitigate risk, traffickers' profits correspond almost directly to the number of victims they bring into their "stable," the amount of income they permit their victims to keep, and the practices that they employ to maximize their customer base. Unfortunately, a trafficker's profits are further increased at the disadvantage of the women and children they control.

It is not uncommon for a single trafficker to control anywhere from 1-40 victims at a time.[21] Further, both victims and traffickers report that it is common to require a quota of 10-20 customers or a minimum profit of $1,000 or more per victim each day. What's more, estimates indicate that victims are likely to sell their bodies for an average of 4-5 years.

Again, Siddharth Kara points out that "trafficked sex slaves are by far the most profitable slaves in the world." Kara estimates that the weighted average acquisition price of a trafficked sex slave is approximately $5,000, and that the same victim will generate profits exceeding $135,000 for her exploiter before she escapes, is freed, or perishes.[59]

What's worse, very few girls receive a split of their earnings at all. Many sources indicate that fewer than half of all traffickers share any proceeds directly with their victims, though some income is, of course, reinvested into the business by providing the minimal necessities needed to keep victims clothed, fed, addicted, and housed. Expenses such as condoms are variable, depending on the preference of the trafficker, and spending on lodging or healthcare tend to be minimal, with victims frequently cohabitating in large numbers, under squalid conditions, and rarely receiving medical treatment—even in emergencies.[62]

This last point highlights the extent to which most women and children are considered and treated as expendable sex slaves by their traffickers. In this industry, human beings are sold like commodities, but as the Organization for Security and Cooperation in Europe explains in a 2010 analysis:

*"Unlike other commodities such as drugs or stolen goods, trafficked persons can be used over and over again; they can be rented out, or sold and resold. They are indebted and forced to repay sums of money far above the actual cost of their transportation, employment and housing costs. …they can also be rotated to different destinations. The provision of new faces provides variety for customers and increases profits for the trafficking organization."*[78]

Indeed, victims are frequently sold or displaced between traffickers. One study re-

vealed that 62 percent of the victims it surveyed were, at that time, working for someone other than the trafficker that recruited them.[61]

This mobility not only suits the situational needs of a trafficker, it also confounds law enforcement investigations and, perhaps most importantly, isolates victims and impairs their ability to make associations that could influence their behavior or help them to escape their captor's control. This, along with factors like the emotional influence that is often held over victims (leaving them reluctant to leave or testify against a former captor) contributes to embarrassingly low conviction rates worldwide.[78]

> ***"Some of the young women in the sample said they have no real home. They go to an area, live in a hotel, trade sex with customers for a few days or weeks, and then move on to another location."[61]***

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### Supply: Women and Children in Slavery

As previously noted, there is a growing consensus that prostitution rarely, if ever, exists absent some form of physical, emotional, or economic coercion. Furthermore, the young age of entry, the perpetual vulnerability of targets, and the violent, sexual, controlling nature inherent in this industry all contribute to the modern determination that most prostitutes are not only unwilling victims, but quite literally slaves to be owned, sold and discarded by their traffickers. By this measure, and when including those exploited for labor, the International Labour Organization estimates that there are nearly 21 million slaves in the world today[78]—estimated by some to be the most at any time in human history.

State-specific data about sex trafficking victims is still limited because related tracking policies were not implemented by Tennessee law enforcement until the beginning of 2013, but there is no question that human sex trafficking is present and thriving in this state.[66] The local information that can be collected indicates that there are likely tens of thousands of instances of human trafficking in Tennessee every year, and that well more than a thousand of Tennessee's women and children are newly recruited into the sex trade annually. Furthermore, our review of related research indicates that the experiences of victims are meaningfully similar throughout the country, suggesting that reliable assumptions can be extracted about local victims from other United States data. In fact, distinctions appear more likely to be drawn between region types (i.e. rural versus urban) than between states, though the mobility of many trafficking operations likely diminishes even this divide.

Figure 17 provides a basic profile of the average American sex trafficking victim according to the information available.

Among information gathered about instances of sex trafficking across America and the world, desperation was a hallmark in nearly every instance. Often, this was born from negligence, abuse, or isolation in the victim's home or community and created a desire for affection and safety in victims, who typically entered into the sex trade as adolescents or young teens.

A 2008 survey of 100 women involved in prostitution in Chicago reported that, regardless of the exact scenario, girls interviewed were typically recruited into trafficking by

Figure 17

someone from one of three categories:

(1) Boyfriends (23%) and traffickers (12%)

(2) Girlfriends already in the business (19%)

(3) Family members (10%)

When considering girls who were brought into the sex trade at the age of 16 or younger, 18 percent were recruited by a family member and 14 percent were recruited by a trafficker directly. Perhaps predictably, girls recruited by family members were an average of 2.1 years younger than those recruited by non-family.

Thirty-two percent of the women in this sample said that they were not recruited (though at least 95 percent later became regularly involved with a trafficker). Of this population, nearly half stated that they began selling their bodies to buy drugs. The remainder tended to report poverty or some form of violence at home as an instigating factor.

Twenty-five percent of those surveyed said they were having sex to provide basic necessities when they were first recruited. This fell to twelve percent when the same respondents were asked about their involvement at the time of reporting.[61] Unfortunately, the findings of this study closely reflect other data and testimony offered about human sex trafficking during the TECW's study.

As noted, in Figure 16, traffickers use many means to influence the behavior of their victims during recruitment and exploitation, but the desired outcome is the same: a situation in which the victim feels they are out of options and dependent upon their controller; they may even be romantically attached to him.

Beyond the simple duplicity of the trafficker, some observers note that victim coping mechanisms including those associated with Stockholm Syndrome may be at play in some cases.[69] Also referred to as capture-bonding, Stockholm Syndrome is most commonly associated with hostage victims, and involves a set of circumstances in which a victim develops sympathetic feelings toward their captor. It is not hard to imagine how this might take hold in a trafficking situation.

Of course, if deceit fails, or a victim does not develop a bond with her trafficker in this manner, fear of personal violence, desertion, harm to others, or the withholding of drugs remain potent tools. Testimony has also indicated that victims are often taught to distrust authorities—which can unfortunately be reinforced by encounters with bad actors (examples of payoffs in the form of money and sex are frequent in comments made by traffickers, though such comments cannot be verified).[62]

In addition to facilitating smoother day-to-day operations, testimony indicates that these methods create additional obstacles to the rescue of victims and the prosecution of their traffickers, because they are unlikely to testify against them, and very commonly return to their captors and their old lives once they are able to evade authorities.[68] The fear of unknown change and the doubt that better alternatives exist is a common theme in the victim testimony observed.

This is particularly difficult when dealing with minor victims, who cannot be legally held by law enforcement, because their experiences and actions have been decriminalized.[68] To combat this, some states have considered the establishment of laws permitting authorities to hold minors for a period after their rescue to allow for distance and time for recovery, but Tennessee does not currently have such a law.

## Victims as Traffickers

A 2010 report by the DePaul College of Law interviewed 25 former traffickers in the Chicago area and highlighted a cyclical nature of victimization in the commercial sex trade, similar to what we observe in crimes like domestic violence. This information not only emphasizes the role that victimization plays in perpetuating crime, it also reveals how reaching out to individual victims early may minimize the spread of trauma to others by interrupting the "farm system" of prostitution-to-trafficking.

The DePaul study identifies what readers might find as a "familiar" set of reasons for individuals in urban Chicago to become traffickers in the sex industry. The four general routes identified were:

(1) One thing led to another

(2) Pimping was a safe survival strategy

(3) Male and [the majority of] female participants were coerced into pimping

(4) Pimping met needs for a missing sense of power, control and respect

As the above paths suggest, most participants in this study's sample were drawn into trafficking as part of a natural progression from the activities experienced in their home or neighborhood. Sixty-eight percent (including all women and more than half of the men) sold their own bodies, or were sold by someone else by the average age of 15. Nearly 9 out of 10 reported physical abuse in the home while growing up, and three-quarters reported childhood sexual assault—which began at the average age of 9.5 years old. Sixty percent reported family members being involved in prostitution and 64 percent knew of prostitution in their neighborhood.

Additionally, 84 percent reported drug and alcohol abuse in the home and the same number reported regular self-use of alcohol at the average age of 12.5 years old.

In line with research elsewhere, nearly half reported that they had run away from home and a quarter said they had been in foster care—though researchers did not specifically ask these questions, therefore actual rates may be higher—and 72 percent of participants said that they were recruited into pimping by someone else.

Of course, even in this subset of perpetrators, which the reader might find relatively sympathetic, motivations were selfish and the tactics employed were both dishonest and manipulative. They sought out wounded, vulnerable runaways and throwaways who would do what they needed to escape their own home life, to escape poverty, or to satisfy a drug addiction. Two participants in a trafficking study described their prey this way:

*"I would look for girls who needed [expletive], who would do whatever to come out of the messed up homes and escape from their [expletive] parents. I pulled these girls. Women who had been abused by some sucker and wanted better treatment and nice things."*

*""I had many games to cop a girl. I would tell them I was an agent. I would say I designed clothes. I even told them I sang with certain bands and managed different people. It was more challenging when I got girls who were older. I really became more creative the older the girls were."* [62]

Annual income ranged from $150,000 to $500,000 for this sample, and the number of women pimped by each individual ranged from 20-800 over the span of their crimes. This sample of 25 individuals controlled a minimum of 4,135 women in the Chicago area.[62]

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## Where We Are: Sex Trafficking

While our awareness of human sex trafficking in Tennessee remains in its infancy, our level of response *has* outpaced most states. Advocates and officials have worked tirelessly to set a foundation through legislation to strengthen the detection and prosecution of traffickers and johns; and efforts are ongoing to enhance coordination between service providers, first-responders, and government at the state and local level.

Specifically, the Tennessee General Assembly has recently passed twelve pieces of legislation[68] (see following page for listing) that will play a part in combating sex trafficking in the state by increasing penalties for traffickers; establishing the purchase of sex as an act of trafficking; linking trafficking to organized crime and gang statutes; and generally enhancing protections for child victims.

Parallel to these legislative changes, the Tennessee Bureau of Investigation (TBI) has dedicated significant resources in recent years to study this issue, promote policy changes before the legislature, and reach out to "first-reporters" about human trafficking.

Since 2011, the TBI has trained more than 4,700 such individuals, who include law enforcement and emergency personnel, social service providers, prosecutors, and others across the state who are likely to encounter trafficking victims. The TBI learned through its own research that local officials felt ill-equipped to identify and respond to trafficking in their regions, and the Bureau is working tirelessly to address that need. The TBI also anticipates releasing a follow-up to its 2011 report on the subject as soon as November of this year.

In addition to changes in legislation and law enforcement, several state departments were called to collaborate in the development of a Human Trafficking Services Coordination and Service Delivery Plan. Drafted by the Department of Human Services, in partnership with the Departments of Children's Services, Health, Intellectual and Developmental Disabilities, Mental Health and Substances Abuse Services, and TBI, the plan details six goals deemed critical to providing comprehensive services to trafficking victims statewide. The six goals are to:

(1) Establish a mandatory reporting system

| 2013 Legislation Passed by Tennessee General Assembly to Combat Human Sex Trafficking | |
|---|---|
| HB 128/SB 1035 | Requires restitution to the victim be paid by the defendant |
| HB 129/SB 0466 | Solicitation of a minor by an adult constitutes: trafficking, patronizing prostitution, promoting prostitution, or aggravated sexual exploitation |
| **HB 130/SB 1033** | **Adds the purchase of another person as an act of human trafficking*** |
| HB 358/SB 1038 | Adds various sexual offenses to organized crime definitions |
| HB 416/SB 1029 | Adds various offenses to criminal gang offenses |
| HB 520/SB 1032 | Promoting prostitution of a minor rises to a Class A or B felony (from Class E) |
| HB 521/SB 1030 | Disallows the defense of consent by a minor |
| HB 709/SB 1028 | Disallows the defense of consent by a minor |
| HB 710/SB 1034 | Provides grounds for the termination of a person's parental rights |
| HB 742/SB 1027 | Allows some victims 13 & under to testify outside the courtroom by CCTV |
| HB 919/SB 1036 | Establishes human trafficking task force |
| **HB 920/SB 1031** | **Removes the defense of ignorance or mistake of fact regarding age of a minor*** |

* In her testimony, TBI Agent Quin emphasized the value of these items in strengthening deterrence and prosecution.

for identifying victims of human trafficking in Tennessee.
(2) Identify community-based services and gaps in services for victims of human trafficking.
(3) Develop a standardized system for assisting victims of human trafficking through the provision of information regarding benefits and services to which those victims may be entitled.
(4) Establish a standardized system for coordinating the delivery of services and information concerning health care, mental health, legal services, housing, job training, education and victims' compensation funds.
(5) Develop a process for preparing and disseminating educational materials and for providing training programs to increase awareness of human trafficking and the services available to victims.
(6) Establish a process for transitioning human trafficking victims into permanent living situations (family and community reunification, independent living, adoption, etc.).

The Council recognizes the careful consideration that went into crafting these recommendations, and not only endorses them, but will work with the relevant agencies to assist in these efforts however possible.

In addition to collaborations at the state level, service providers across Tennessee are taking progressive steps in their regions toward providing coordinated services, and family justice centers have been created in Knoxville and Memphis (with one presently forming in Columbia) to provide one-stop services to victims. As a caution, these centers cannot replace other existing social service providers and should be considered (in both policy and financial matters) to be additive. That said, they also provide unique value as incubators that bring together several dissimilar services to experiment and tackle problems like human sex trafficking and domestic violence together.

A final significant advancement in fighting sex trafficking at the state level is the implementation of case tracking by the TBI. The Bureau's Incident-Based Reporting System (TIBRS) will provide a critical influx of information about trafficking incidents throughout the state. This will not only inform policy and law enforcement decisions, it will aid the TECW in developing more accurate estimates measuring the true cost of these crimes to the state.

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# Appendix A
# 2013 Hearing Series Agendas

# TENNESSEE ECONOMIC COUNCIL ON WOMEN
# STATE HEARINGS

IN PARTNERSHIP WITH

CHATTANOOGA AND HAMILTON COUNTY MEDICAL SOCIETY
CHATTANOOGA WOMEN'S LEADERSHIP INSTITUTE
PARTNERSHIP FOR FAMILIES, CHILDREN AND ADULTS
THE OCHS CENTER
WOMEN'S FUND OF GREATER CHATTANOOGA

## "THE ECONOMIC IMPACT OF VIOLENCE AGAINST WOMEN"

January 18, 2013
Blue Cross/Blue Shield Conference Center
Chattanooga, Tennessee

8:30-9:00 Registration/Continental Breakfast

9:00-9:30 Welcome and Introductory Remarks
Carol Berz, Chair, TECW Economic Impact Committee
Yvonne Wood, Chair, Tennessee Economic Council on Women

Welcome and Remarks by Officials
Chattanooga Mayor Ron Littlefield
Tennessee State Senator Bo Watson

9:30-10:00 Keynote: **"*Framing the Topic*"-** Kathy Walsh, Executive Director, Tennessee Coalition to End Domestic and Sexual Violence

10:00-10:40 Economic Impact on Social Service Systems and Policy Concerns
Overview: Regina McDevitt, Senior Director for Crisis Services, Partnership for Families, Children, and Adults
Topics:
- Human Trafficking: Jerry Redman , Managing Senior Partner, Second Life Chattanooga
- Crisis Centers: Amy Russell, Nursing Manager, Partnership Rape Crisis Center
- Foster Care: Jack Parks, Director, Partnership Youth Services
- Consumer: Cathy Carne

10:40-11:15 Economic Impact on Healthcare: Public and Private Sectors
Overview: Rae Bond, Executive Director, Chattanooga and Hamilton County Medical Society
Topics:
- Health Care and the Emergency Care: James H. Creel, Jr., MD, Chief Medical Officer, Erlanger Health System
- Mental Health: Brennan Francois, CEO, Parkridge Valley Hospital
- Insurance: Steven Coulter, MD, BCBS Tennessee Health Institute

11:15-11:45 Economic Impact on Business

Overview: Ron Harr, Executive Director, Chattanooga Area Chamber of Commerce

Topics:

Workplace Safety

Productivity/Absenteeism

11:45 – Noon Pick up box lunches

12:00– 12:40 Working Lunch: Economic Impact on Legal System

Overview: Margie Quin, Assistant Special Agent in Charge, Tennessee Bureau of Investigation

Topics:

Law Enforcement: Hamilton County Attorney General Bill Cox

Courts: Hamilton County Criminal Court Clerk Gwen Tidwell

Advocacy: Cathy Alshouse, Managing Attorney, Southeast Tennessee Legal Services

12:40-1:30 Panel Wrap-up/Questions/General Discussion

Yvonne Wood, Kathy Walsh, Carol Berz

**SPECIAL THANKS TO THE CHATTANOOGA COORDINATING COMMITTEE**

Carol Berz
Rae Bond
Kara Fagan
Regina McDevitt
Rick Mathis
Virginia Ann Sharber

**AND THANKS TO BLUE CROSS/ BLUE SHIELD FOR THEIR GENEROUS HOSPITALITY**

Columbia State COMMUNITY COLLEGE

TENNESSEE ECONOMIC COUNCIL ON WOMEN

# "The Economic Impact of Violence against Women"

## State Hearing March 18, 2013

Waymon L. Hickman Building, Room 123, Columbia Campus

| | |
|---|---|
| 8:30 – 9:00 | **Registration/Continental Breakfast** |
| 9:00 – 9:30 | Welcome and Introductory Remarks<br>Columbia State Community College, President, Dr. Janet Smith<br>Tennessee Economic Council on Women, Chair, Yvonne Wood |
| | **Welcome and Remarks by Officials**<br>Tennessee State Senator, Dr. Joey Hensley<br>Mayor, Lawrenceburg, Keith Durham |
| 9:30 – 10:00 | **Keynote: "Framing the Topic"**<br>Public Defender, Maury County, Claudia Jack |
| 10:00 – 10:45 | **Human Trafficking**<br>Vanderbilt University, Dr. Cecelia Mo<br>City of Columbia Police Department, Lt. Robin Howell<br>Tennessee Bureau of Investigation, Assist. Special Agent in Charge, Margie Quin |
| 10:45 – 11:30 | **Economic Impact on Health Care and Social Services**<br>Maury Regional Hospital, Jessica Kincaid<br>Hope House, Angela Slack<br>Consumer of Hope House Services |
| 11:30 – 11:55 | **Economic Impact on Business**<br>Maury Alliance Chamber of Commerce, Kara Huckaby<br>Smelter Service Corporation, Sara Williams |
| 11:55 – 12:15 | Lunch Break (Dining Facilities Available On-Site) |
| 12:15 – 12:55 | **Economic Impact on Legal System**<br>Sheriff, Wayne County, Ric Wilson<br>Lawyer/Magistrate Family Court, Ashley Dunkin |
| 12:55 – 1:30 | **Wrap-up** Yvonne Wood<br>Dr. Janet Smith |

# TENNESSEE ECONOMIC COUNCIL ON WOMEN
# STATE HEARING

IN PARTNERSHIP WITH
Business and Professional Women of Cumberland County, TN
LeeAnn Gaddis, President

## "THE ECONOMIC IMPACT OF VIOLENCE AGAINST WOMEN"

May 3, 2013
City Hall, Crossville Tennessee, 392 North Main Street
Co-Chairs Jane Powers, Attorney at Law, TECW Treasurer &
Carmen Wyatt, Executive Director, Avalon Center

Due to scheduling and time constraints, listings below do not necessarily reflect the order of speakers.

9:00 AM Welcome and Introductory Remarks
Margaret Jane Powers, Attorney at Law, Chair, Upper Cumberland District Hearing
Carmen Wyatt, Co-Chair, Executive Director, Avalon Center
Dr. Carol Berz, Vice Chair, Tennessee Economic Council on Women

Keynote: **"*Framing the Topic*"-** Carmen Wyatt, Executive Director, Avalon Center

Remarks by Officials
Congresswoman Diane Black, 6th Tennessee Congressional District
State Senator Janice Bowling, 16th Tennessee Senate District
State Senator Cameron Sexton, 25th Tennessee House District
State Representative Ryan Williams, 42nd Tennessee House District

Economic Impact on Faith Sector
Monica Mowdy, Pastor, Homestead Methodist Church

Economic Impact on Social Service Systems and Policy Concerns
Denise Melton, House of Hope
Sarah Cannon, Program Director, Avalon Center, DV Task Force/SART
Rachel Bruning, Cumberland County Avalon Center, DV Task Force/SART
Karen, Karpinski, End Slavery Tennessee, Cookeville, TN

Economic Impact on Healthcare: Public and Private Sectors
Eric Chamberlin, Attorney at Law, Cumberland Medical Center

Economic Impact on Business
Jerry Wood, Cumberland County Plant Managers Association
Terri Curran, President, Tennessee Business and Professional Women

Economic Impact on Legal System
Caroline E. Knight, District Attorney
Cumberland County Commissioner
Margie Quin, Special Agent in Charge, TBI

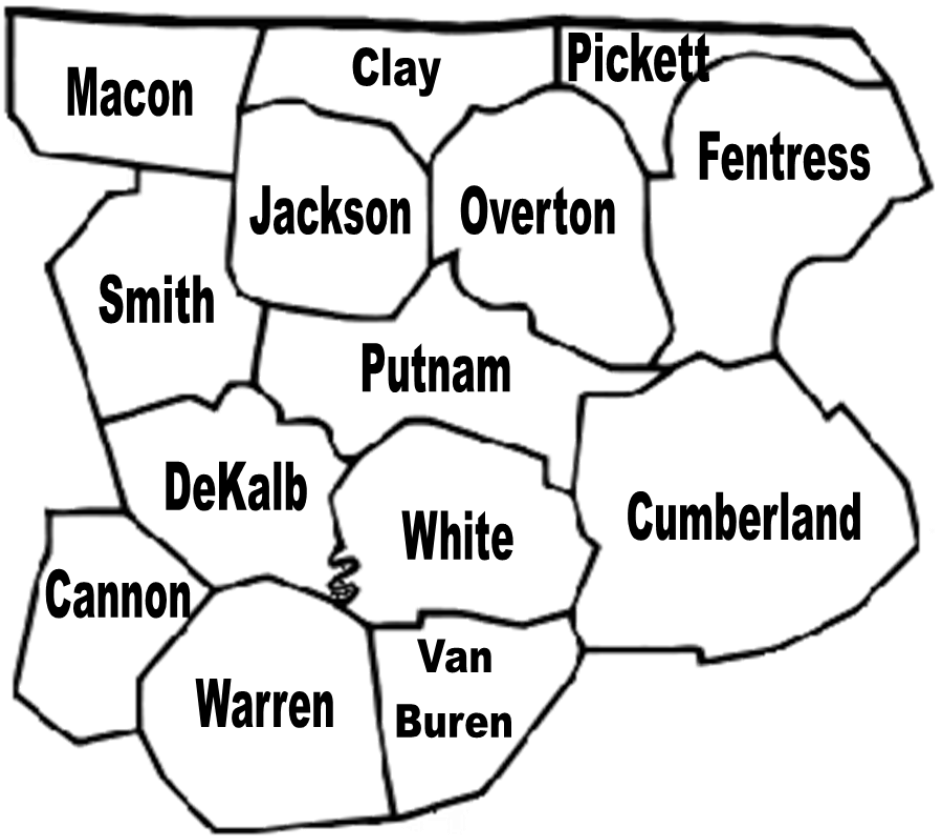
Noon Panel Wrap-up/Questions/General Discussion
Margaret Jane Powers, Carmen Wyatt, Dr. Carol Berz

**SPECIAL THANKS TO THE UPPER CUMBERLAND COORDINATING COMMITTEE**

Margaret Jane Powers, Attorney at Law, Chair, Upper Cumberland District Hearing
Carmen Wyatt, Co-Chair, Executive Director, Avalon Center
Terri Curran, President, Tennessee Business and Professional Women
Phyllis Qualls Brooks, Executive Director, Tennessee Economic Council on Women
William Arth, Senior Research Manager, Tennessee Economic Council on Women
Tracey Roberts, Secretary, Tennessee Economic Council on Women
Kendra Cheek, Intern, Tennessee Economic Council on Women

**AND THANKS TO THE CITY OF CROSSVILLE**
**AND**
**FIRST UNITED METHODIST CHURCH**
Corner of Braun and Main Streets

## UPPER CUMBERLAND DEVELOPMENT DISTRICT



# TENNESSEE ECONOMIC COUNCIL ON WOMEN
# STATE HEARINGS

IN PARTNERSHIP WITH
Tennessee Coalition to End Domestic & Sexual Violence
YWCA, Nashville, Memphis, Knoxville, Bristol
Belmont University, Nashville

## "THE ECONOMIC IMPACT OF VIOLENCE AGAINST WOMEN"

May 16, 2013
Belmont University
Massey School of Business
4th Floor, Massey Board Room
Nashville, Tennessee

AGENDA

8:30-9:00 Registration

9:00-9:30 Welcome and Introductory Remarks
Dr. Cathy Taylor, Belmont University
Yvonne Wood, Chair, Tennessee Economic Council on Women

Welcome and Remarks by Officials
Metro Nashville Mayor Karl Dean
Senator Thelma Harper
Lisa Quigley, Chief of Staff, Congressman Jim Cooper

9:30-10:00 Keynote: **"*Framing the Topic*"-** Kathy Walsh, Executive Director, Tennessee Coalition to End Domestic and Sexual Violence

10:00-11:00 Economic Impact on Social Service Systems and Policy Concerns
Pat Shea, CEO, YWCA of Nashville and Middle Tennessee
Karen Karpinski, Community Educator & Trainer, End Slavery Tennessee
Jason Hill, Board Member, Nashville Sexual Assault Center
Cathy Gurley, Executive Director, You Have The Power...Know How To Use It
ONEless Ministries: Rutherford County Cortney Bartemus

11:00-Noon Economic Impact on Healthcare: Public and Private Sectors
Dr. Michel McDonald, Trustee, Tennessee Medical Association
Craig Becker, CEO, Tennessee Hospital Association
Dr. Leslie Halpern, Meharry Medical College
Debbie Curtis, NP, (SANE) Sexual Assault Nurse Examiner, St. Thomas Health
Maggie Yacoubian, Director of Critical Care, Centennial Medical Center
Marilyn Dubree, Executive Chief Nurse, Vanderbilt University Medical Center

Noon-12:20 Break

12:25– 1:25 Economic Impact on the Justice System
Mark Gwyn, Director, Tennessee Bureau of Investigation
Margie Quin, Assistant Special Agent in Charge, Tennessee Bureau of Investigation
Antoinette Welch, Assistant District Attorney General, Davidson County
Captain Kay Lokey, Metro Nashville Police Department
Detective Steve Craig, Rutherford County Sheriff's Department

1:25 Governor's Office Report — Commissioner Bill Gibbons, Department of Safety

1:45-2:00 Panel Wrap-up/Questions/General Discussion
Yvonne Wood, Cathy Taylor, Kathy Walsh

**SPECIAL THANKS TO NASHVILLE COORDINATING COMMITTEE**

William Arth
Mimi Barnard
Sen. Mae Beavers
Kendra Cheek
Allison Hearon
Susan Huggins
Veronica Johnson
Sherry Jones
Phyllis Qualls Brooks
Tracey Roberts
Cathy Taylor
Susan Whitaker
Dalainia Williams

**AND THANK YOU TO BELMONT UNIVERSITY FOR HOSTING**

BELMONT UNIVERSITY

Tennessee Economic Council on Women

# ECONOMIC IMPACT OF VIOLENCE AGAINST WOMEN HEARING

**Tennessee Economic Council on Women**

UT Extension Eastern Region Office, Downtown West, Knoxville TN

Wednesday, May 22, 2013, 8:30 AM – 12:30 PM

8:30 Continental Breakfast

8:45 **Welcome**
Yvonne Wood, Chair, Tennessee Economic Council on Women
Patricia Robledo, Mayor's Office, Knoxville

9:00 **Voice of the Survivor**
Elizabeth Newton

9:20 **Cost to Health Care Providers**
Janice McKinley, Senior Vice President, Chief Nursing Officer and Chief Quality/Patient Safety Officer, Covenant Health

9:40 **Cost of Social Services**
Katie Trueblood, Grants Manager, Child and Family Tennessee, Inc.

10:00 **Cost to Civil Justice**
Debra House, Associate Director, Legal Aid of East Tennessee

10:20 **Cost to Higher Education**
Ashley Blamey, Director, University of Tennessee Knoxville SEE Center
Emily Simerly, Deputy Chief of Police, University of Tennessee Knoxville

10:40 Break

10:55 **Cost to Government Agencies**
Barbara Johnson, Assistant General Counsel, Tennessee Department of Children's Services

11:15 **Cost for Law Enforcement and Criminal Justice**
David B. Rausch, Chief of Police, Knoxville
Eddie Biggs, Chief Deputy, Knox County Sheriff
Randall Nichols, District Attorney General, Knoxville

11:50 **Cost of Human Trafficking**
Margie Quin, Assistant Special Agent in Charge, Criminal Intelligence Unit/ Tennessee Fusion Center, Tennessee Bureau of Investigation

12:10 **Summary and Closing**
Debra House, Associate Director, Legal Aid of East Tennessee

**Planning Committee**

Dena Wise, Ph.D. (Hearing Chair) Professor & Extension Specialist, The University of Tennessee Representative, Tennessee Economic Council on Women
Amy Dilworth, MS, LPC, MHSP, Executive Director, Knoxville Family Justice Center
Ruby Miller, East Tennessee Representative, Tennessee Economic Council on Women
Patricia Pierce, Women's Economic Council Foundation Board
Wendy Pitts Reeves, Co-Chair, East Tennessee Women's Leadership Council

Tennessee Economic Council on Women

UT Extension

# TENNESSEE ECONOMIC COUNCIL ON WOMEN

in partnership with

**BlueCross BlueShield of Tennessee**

**Memphis Area Women's Council**

**The Urban Child Institute**

## "THE ECONOMIC IMPACT OF VIOLENCE AGAINST WOMEN"

Memphis Area Development District
June 7, 2013
The Urban Child Institute
Memphis, Tennessee

*Dedicated to the memory of Sonja White, J.D. 1963-2013*
*whose passion and expertise imbued the work for victims by Memphis Area Legal Services, Memphis Area Women's Council, Memphis Shelby Domestic Violence Council*

**8:00-8:30** **Registration/Continental Breakfast** *BlueCross BlueShield of Tennessee*

**8:30-8:40** **Welcome and Introductory Remarks**
Deborah Clubb, Memphis Area Women's Council and Women's Economic Council Foundation
Yvonne Wood, Tennessee Economic Council on Women

**8:40-9:00** **Welcome and Remarks by Officials**
State Rep. Karen Camper (D-Memphis)
Mayor Mark Luttrell, Shelby County
Mayor AC Wharton, City of Memphis

**9:00-9:30** **Tennessee's Response to Violence Against Women**
Commissioner Bill Gibbons, Tennessee Department of Safety and Homeland Security; Chair, Operation: Safe Community, Memphis Shelby Crime Commission

**9:30-9:40** **The Federal Response to Violence Against Women**
U.S. Rep. Steve Cohen

**9:40-10:30 <u>Economic Impact on Healthcare, Employers and Employment</u>**

Marilyn Dubree, Executive Chief Nursing Officer, Vanderbilt University Medical Center
Trina Hyman, ServiceMaster
Dr. Martin Croce, Medical Director, The Elvis Presley Memorial Trauma Center
Karen Clark, LAPSW, MSHSA, Clinical Social Worker, Baptist Women's Hospital
Dr. Carol Danehower, University of Memphis, Fogelman College of Business & Economics

**10:30-11:30 <u>Economic Impact on Criminal Justice System and Wraparound Social Services</u>**

Amy Weirich, Shelby County District Attorney General
Sheriff Pancho Chumley, Tipton County
Stephen Bush, Shelby County Public Defender
Richard Harrell, Administrator, Shelby County Pretrial Services
Jay Barnes and Margie Quin, Tennessee Bureau of Investigation
Rachel Sumner, Restore Corps
Tunnisha Deer, Fayette Cares
Barbara King, Exchange Club Family Center
Emily Sellers, YWCA of Greater Memphis

**11:30-noon <u>Discussion and Wrap-up</u>**

BlueCross BlueShield of Tennessee

THE URBAN CHILD INSTITUTE®

Memphis Area Women's Council
Convene Collaborate Communicate = Change

Tennessee Economic Council on Women

# "THE ECONOMIC IMPACT OF VIOLENCE AGAINST WOMEN"

Northwest Tennessee Development District:
Benton, Carroll, Crockett, Dyer, Gibson, Henry, Lake, Obion & Weakley Counties

June 20, 2013
Gibson County UT Extension Office
1252 Manufacturer's Row
Trenton, Tennessee

Part of a Statewide Hearing Series Presented by the Tennessee Economic Council on Women
in partnership with
University of Tennessee Extension Family & Consumer Sciences Agents, West TN Region

## Agenda

**12:00 – 1:00** **Vendor Set-up, Registration**

**1:00-1:10** **Welcome and Introduction**
Dr. Carol Danehower, Tennessee Economic Council on Women
Northwest Tennessee Hearing Chair
Dr. Danita Lynn Brookins, UT Extension
Mrs. Yvonne Wood, Chair, Tennessee Economic Council on Women

**1:10-1:20** **Welcome and Remarks by Officials**
Mayor Thomas G. Witherspoon, Gibson County Mayor

**1:20 – 2:05** **"Framing the Topic"** ***and***
**Economic Impact of Violence Against Women through Social Services**
Daryl Chansuthus, Executive Director
West Tennessee's WRAP (Wo/Men's Resource & Rape Assistance Program)
Donna Lorhorn, Tenn. Dept. of Children's Services
Patricia McDaniel, NW Tenn Domestic Safeline

**2:05- 2:35** **Violence Against Women and the Legal System**
Judge Vicki Snyder, Henry County General Sessions/Juvenile Court
DiDi Christie, Attorney, West TN Legal Services

**2:35—2:50** **Break**

**2:50-3:10** **Economic Impact on Law Enforcement**
Brian Byrd, Assistant Special Agent in Charge, Tennessee Bureau of Investigations

**3:10-3:45** **Workplace/Business Costs of Violence Against Women**
Sherry Baker, Dyersburg State Community College
Sara Kilgore, Executive Director, Benton County/Camden Chamber of Commerce
Dr. Carol Danehower, Fogelman College of Business & Economics, University of Memphis

**3:45-4:00** **Wrap-Up and Questions from Audience**

**4:00** **Introduction of Vendors, UT Team**

**4:30-5:30** **Reception**
Hosted by the UT Extension Family & Consumer Sciences Agents and Sponsored by Walmart

THE UNIVERSITY of TENNESSEE Extension
FAMILY & CONSUMER SCIENCES
*Creating Healthy & Sustainable Families*

Tennessee Economic Council on Women

***Thank you for your attendance***


# The Economic Impact of Violence Against Women Hearing Series
## Southwest Tennessee Development District Hearing
### Jackson, Tennessee, July 15, 2013
### Mrs. Kathleen Armour Walker, Chair

**Agenda**

**8:00 a.m.**
Registration & Continental Breakfast

**8:30 a.m.**
Welcome & Introductory Remarks
Kathleen Armour Walker, TECW Member and Southwest Tennessee Development District Hearing Chair
Yvonne Wood, Chair, Tennessee Economic Council on Women
Deena Kail, Executive Director, West Tennessee Women's Center and Ayers Children's Medical Center

**8:45 a.m.**
Welcome & Remarks by Officials
Jackson City Mayor Jerry Gist
Madison County Mayor Jimmy Harris
Rep. Johnny Shaw, 80th Tennessee House District

**9:15 a.m.**
"Framing the Topic"
Kathy Walsh, Executive Director, Tennessee Coalition Against Domestic and Sexual Violence

**9:45 a.m.**
**Break---------**

**10:05 A.M.**
Impact on Social Services
Lynn Caldwell, Retired Child Abuse Investigator, Tennessee Department of Children's Services

**10:25 a.m.**
Impact on Law Enforcement
Captain Tyreece Miller, Jackson Police Department

**10:45 a.m.**
Impact on Justice System
Margie Quin, Assistant Special Agent in Charge, TBI

**11:05 a.m.**
Impact on Workplace
Dr. Carol Danehower, Fogelman College of Business & Economics, University of Memphis

**11:25 - Noon**
Wrap-up & Questions
Yvonne Wood
Kathleen Armour Walker

*The TECW Thanks West Tennessee Healthcare for partnering in this event.*
*And a special Thanks to Jacque Hillman.*

# The Economic Impact of Violence Against Women

## First Tennessee Development District Hearing

July 31, 2013—8:00 a.m.-12:30 p.m. EST

The Carnegie Hotel - Robert Taylor Salon - Johnson City, Tennessee

Agenda

8:00 A.M. - Registration & Reception

8:30 A.M. - Welcome & Introductory Remarks
Elliott Moore
Yvonne Wood

8:40 A.M. - Welcome & Remarks by Officials
Mayor Dan Eldridge, Washington County
Vice Mayor Clayton Stout, Johnson City
Senator Rusty Crowe, 3rd Tennessee Senate District

9:00 A.M. - Framing the Topic
Dr. Phyllis Thompson, Women's Studies Program Director, ETSU

9:15 A.M. - Impact on Health System
Tessa Proffitt, RN, Forensic Services Coordinator, JCMC

9:25 A.M. - Impact on Social Services
Deborah Masters, Community Educator, Abuse Alternatives, Inc.
Tina Johnson, Program Director, Safe House
Lynn Armstrong, Program Director, Safe Passage

10:00 A.M. - Break

10:15 A.M. - Impact on Justice System
Barry Staubus, Sullivan County District Attorney General

10:25 A.M. - Impact on Law Enforcement
Sheriff Chris Mathes, Carter County
Captain Charlie Thomas, Bristol Tennessee Police Department
Margie Quin, Assistant Special Agent in Charge, TBI

11:00 A.M. - Question and Answer Period

12:00 Noon - Wrap-up
Yvonne Wood
Elliot Moore

# Appendix B
# Victim Resources

If you are in danger, call 911

Tennessee Domestic Violence Hotline: 800-356-6767

Tennessee Human Trafficking Hotline: 855-558-6484

**Haven of Hope, Inc**
Manchester
Coffee County
931-728-1133
D A T S

**Avalon Center**
Crossville
Cumberland County
www.avaloncentertn.org
931-456-0747
D A T S

**Sexual Assault Center**
Nashville
Davidson County
www.sacenter.org
615-259-9055
A

**CEASE Domestic Violence & Sexual Assault**
Morristown
Hamblen County
PO Box 3359
423-581-7029
D A T S

**Safe Passage**
Johnson City
www.safepassageshelter.org
423-926-7233 (24 hour)
423-232-8920
D S

**Families in Crisis, Inc.**
McMinnville
familiesincrisistn.com
931-473-6221
D S

**Prevent Child Abuse Tennessee helpline**
Nashville
Davidson County
800-356-6767
D

**YWCA of Nashville & Middle Tennessee**
Nashville
Davidson County
ywcanashville.com
615-269-9922
D S

**Partnership for Families, Children, and Adults**
Chattanooga
Hamilton County County
www.partnershipfca.com
423-755-2701
D A T S

**TN Coalition to End Domestic & Sexual Violence**
Nashville
Davidson County
www.tncoalition.org
D A

**Johnson County Safe Haven, Inc.**
Mountain City
Johnson County
423-727-0201
D S

**The Shelter, Inc.**
Lawrenceburg
Lawrence County
931-762-1115
D A S

**Center of Hope**
Columbia
Maury County
centerofhopetn.org
931-840-0916
D A T S

**The Domestic Violence Program**
Murfreesboro
Rutherford County
615-896-7377
D A T S

For More Information about services near you, visit
**www.tennesseewomen.org**

D Domestic Violence Services
A Sexual Assault Services
T Sex Trafficking Services
S Shelter Services

If you are in danger, call 911

Tennessee Domestic Violence Hotline: 800-356-6767

Tennessee Human Trafficking Hotline: 855-558-6484

**Helen Ross McNabb Center**
Knoxville
Knox County
www.mcnabbcenter.org
865-637-8000
D S

**Wo/Men's Resource and Rape Assistance Program**
Jackson
Madison County
www.wraptn.org
731-668-0411
D A S

**Domestic Violence Program Inc.**
Murfreesboro
Rutherford County
615-896-7377
D A S

**Scott County Women's Shelter**
Oneida
Scott County
423-569-3355
D S

**SafeSpace**
Sevierville
Sevier County
safespacetn.org
865-453-9254
D S

**SisterReach**
Memphis
Shelby County
sisterreach.org
901-222-4425
D A T

**Abuse Alternatives, Inc.**
Bristol
Sullivan County
www.abusealternativesinc.org
423-652-9093
D S

**Partnership Rape Crisis Center**
Chattanooga
Hamilton County
www.partnershipfca.com
423-755-2700
A

**Genesis House**
Cookeville
Putnam County
www.genesishouseinc.com
931-526-5197
A

**Restore Corps**
Memphis
Shelby County
www.restorecorps.org
T

**The Exchange Club Family Center of the Mid-South, Inc.**
Memphis
Shelby County
www.exchangelcub.net
901-276-2200
D A

**Child & Family Tennessee, Inc**
Knoxville
Knox County
www.child-family.org
865-524-7483

**House of Hope**
Crossville
Cumberland County
www.ccchouseofhope.com
931-707-2273
D A T S

For More Information about services near you, visit
**www.tennesseewomen.org**

D Domestic Violence Services
A Sexual Assault Services
T Sex Trafficking Services
S Shelter Services

# A Report From the Tennessee Economic Council on Women

Chairwoman Yvonne Wood
Executive Director Phyllis Qualls-Brooks
Senior Research Manager William Arth

October 2013

Visit the Economic Council on Women at **www.tennesseewomen.org**
Or call Us At 615.253.4266